

Carlsbad (Calif.)

8301373  
[Planning Dept.]

GOAL AND POLICY STATEMENTS OF THE GENERAL PLAN

CITY OF CARLSBAD

We, the citizens of Carlsbad, recognizing that we have a unique opportunity to meet the challenge of the future development of our City, do adopt the following goals and policies as part of the General Plan for the City of Carlsbad.

INSTITUTE OF GOVERNMENTAL  
STUDIES LIBRARY  
JAN 18 1983

GOALS

UNIVERSITY OF CALIFORNIA

The goal of the Carlsbad General Plan is to provide for the development of Carlsbad as a carefully planned, balanced community that will provide its citizens with the full range of physical facilities and human services that will ensure a life of quality for all.

This goal envisions a community composed of cohesive neighborhoods and areas of varied size and socio-economic structure grouped around an appropriate number of centers providing community services in a safe, attractive, pollution-free environment, based on a sound, viable economy.

The following is a list of Elements of the General Plan with an accompanying overall goal statement for each:

1) Land Use

Provide a plan to guide the physical development of the City in an orderly, functional and compatible manner.

2) Circulation

Provide a safe, realistic, and integrated circulation system compatible with the existing and proposed land use pattern of the City.

3) Housing

Provide a variety of quality housing types suitable to the economic means and living styles of all identifiable segments of the population.

4) Conservation

Provide a plan for the conservation, development, and utilization of the natural resources in the City.

INSTITUTE OF GOVERNMENT  
STUDIES

UNIVERSITY OF CALIFORNIA  
BERKELEY



5) Open Space

Provide for the comprehensive and long-range preservation and conservation of open space land within the City.

6) Geologic and Seismic Safety

Reduce loss of life, injuries, damage to property, and economic and social dislocation resulting from geologic and seismic hazards.

7) Noise

Minimize the impact of noise pollution by providing compatible land use alternatives and reducing the level of noise wherever possible.

8) Scenic Highway

Preserve and enhance areas of scenic quality through the development, establishment, and protection of scenic highways.

9) Safety

Provide a comprehensive plan to prepare for and protect against fires, floods, and other major disasters.

10) Parks and Recreation

Meet the recreational needs of the community by providing a system of parks, green belts, land and water recreation facilities and buildings in an integrated, useful, attractive and comfortable environment.

11) Public Facilities

Assure that adequate public services and facilities are available to meet the needs of the existing and future population of the City.

GENERAL POLICY STATEMENTS

- 1) The goals of the General Plan reflect the desires of the community. Amendments to the General Plan shall be limited to those necessary to achieve these goals or to those reflective of changing goals of the community.





- 2) The General Plan shall be reviewed annually by a citizens' committee and recommend necessary revisions to the City Council for adoption.
- 3) An element of the General Plan shall not be amended more than three times per calendar year.
- 4) When an amendment is proposed to an element of the General Plan, the impact of such an action on each of the other elements shall also be considered.
- 5) Every element of the General Plan shall be considered when evaluating the conformity of a proposed project to the Plan.
- 6) Implementing tools, such as zoning, specific plans and development plans, shall be consistent with each element of the General Plan.
- 7) If an inconsistency exists between a proposed project and the General Plan, this inconsistency shall be corrected prior to any action by the City.
- 8) Programs, such as a capital improvement budget, shall be developed to implement and maintain the goals and policies of the General Plan.
- 9) The rate of population growth shall be based on the City's capacity to furnish supportive services without adversely affecting established areas.
- 10) The City shall utilize a design review process to insure harmony and compatibility of new development with existing land uses.
- 11) The City shall maintain an informative dialogue with its citizens in formulating its policies and actions.
- 12) An aggressive attempt shall be made by the City to implement all of the recommendations of the General Plan.

NOTE:

More specific goal and policy statements will be found in the individual elements of the General Plan.

1. The purpose of this report is to provide a summary of the results of the study conducted by the research team.

2. The study was designed to investigate the effects of the proposed intervention on the target population.

3. The research team used a mixed-methods approach, combining quantitative and qualitative data to provide a comprehensive understanding of the study findings.

4. The results of the study indicate that the proposed intervention had a positive impact on the target population, as measured by the study's primary outcome variable.

5. The study also identified several limitations and areas for future research, which will be discussed in detail in the following sections.

6. The findings of this study have important implications for the field of research and practice, and will be discussed in the context of the current literature.

7. The research team acknowledges the contributions of the study participants and the support provided by the funding agency.

8. The study was conducted in accordance with the ethical standards and guidelines established by the relevant regulatory bodies.

9. The research team is committed to the dissemination of the study findings and the promotion of evidence-based practice.

10. The study was approved by the Institutional Review Board (IRB) and all participants provided informed consent.

11. The research team is grateful to the study participants and the support provided by the funding agency.

12. The study was conducted in accordance with the ethical standards and guidelines established by the relevant regulatory bodies.



1900-1901

1901-1902

1902-1903

1903-1904

1904-1905

1905-1906

1906-1907

1907-1908

1908-1909






CITY OF CARLSBAD  
GENERAL PLAN  
OPEN SPACE AND CONSERVATION  
ELEMENTS

Prepared By  
LAMPMAN AND ASSOCIATES  
AND  
CITY OF CARLSBAD PLANNING DEPARTMENT

December 20, 1973  
(Formerly Dated December 5, 1973)

Final Draft (Revised)



Digitized by the Internet Archive  
in 2024 with funding from  
State of California and California State Library

<https://archive.org/details/C124894381>



## TABLE OF CONTENTS

	Preface	i
I.	Introduction	1
	A. State Law -- Open Space Element	1
	B. State Law -- Conservation Element	3
	C. State Law -- Open Space Zoning	4
	D. Intent and Character of the Elements	5
II.	Goals and Policies	7
III.	Objectives and Guidelines	9
	A. Floodplain and Water Resource Management	10
	B. Hillside and Soil Resource Management	11
	C. Agricultural Lands	12
	D. Unique and Special Resources	13
IV.	Open Space and Conservation Resource Management Plan	14
	A. Description and Intent of Plan	14
	1. Components of the Plan	15
	2. Order of Importance	17
	B. Prime Open Space and Conservation Areas	18
	C. Implementation	21
	1. Techniques	22
	2. Criteria for Determining Technique	26
	3. Funding Sources	28
	4. Action Program	30
V.	Appendix	34
	A. Definitions	34
	B. Status of Open Space and Conservation in Carlsbad	38
	C. List of References	47





## PREFACE

The Open Space and Conservation Elements of the General Plan coordinate and guide decisions related to the predominantly undeveloped land and water surfaces which influence and shape the formal quality of Carlsbad's physical environment.

The Open Space Element serves as an official policy statement for the identification, preservation, conservation and acquisition of open space in the City. The Conservation Element is addressed to resource management -- the planned management of a natural resource to prevent exploitation, destruction or neglect.

The contents of the Open Space and Conservation Elements meet the requirements of State Law and provide the City of Carlsbad with a comprehensive document dealing with open space and conservation resource management. The structure of the elements includes:

Background — Includes State requirements pertaining to open space and conservation and describes the intent and character of the open space and conservation plan for the City of Carlsbad.

Goals and Policies — A concise statement of the Open Space and Conservation Goals and Policies of the City of Carlsbad.

Objectives and Guidelines — A detailed breakdown of the Open Space and Conservation Objectives and Guidelines of the City of Carlsbad.

Plan and Implementation — Identification of prime open space and conservation resources in the City of Carlsbad and the plan and procedures to conserve, develop and utilize those resources.

Appendix — Definitions, inventory of existing open space and conservation areas in Carlsbad, and a list of references.



## I. INTRODUCTION

### A. STATE LAW -- OPEN SPACE ELEMENT

Under state law, cities and counties must adopt an open space plan for "...the comprehensive and long-range preservation and conservation of open-space land within its jurisdiction." "Open Space land" is defined as "...any parcel or area of land or water which is essentially unimproved and devoted to an open-space use as defined in this section and which is designated on a local, regional or state open-space plan as any of the following:

1. Open space for the preservation of natural resources, including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and coastal beaches, lakeshores, banks of rivers and streams, and watershed lands.
2. Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands, and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
3. Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to lakeshores, beaches, and rivers and streams, and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
4. Open space for public health and safety, including but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality."

---

<sup>1</sup> Section 65560 et. seq., California Government Code





The intent of the legislation is clear - cities and counties are required to prepare plans for the preservation of existing unimproved lands within their jurisdictions that are devoted to the uses or functions listed under the four open space categories. Such plans should consider more than zoning to preserve open space. They should consider the full range of governmental actions that can affect development, such as public acquisition; the provision of utilities and services, annexation policies, the construction of highways and other capital improvements, use of the Williamson Act, subdivision regulations, and building codes and the relationship between open space and housing for all segments of the population.





B. STATE LAW — CONSERVATION ELEMENT

Under State law <sup>1</sup>, cities and counties must adopt a conservation plan. In order (1) to enhance the relationship between residents and their surroundings, and (2) to guarantee the viability of the natural and human ecosystems, the Conservation Element must acknowledge and plan for the physical resources, the cultural resources, and the natural processes within or around the jurisdiction. The following resource categories must be included:

1. Water
2. Forests
3. Soils
4. Rivers and Other Waters
5. Harbors
6. Fisheries
7. Wildlife
8. Minerals
9. Other Natural Resources

---

<sup>1</sup> Section 65302 (d) et. seq., California Government Code



D. INTENT AND CHARACTER OF THE ELEMENTS

There is considerable overlap in the components of the Open Space and Conservation Elements as mandated by State law. The integration of these elements in this General Plan is a response to the inherent complexity of nature and environmental planning. It is clear that the legislative mandates for the identification, preservation, and utilization of defined open space and conservation resources cannot be interpreted singly or carried out independently of one another. As a result, the coordination and synthesis of the two elements was undertaken to assure an integrated framework for the investigation and planning of these resources.

It is the intent of the Open Space and Conservation Elements to:

1. Ensure recognition of the social, economic and aesthetic benefits which accrue from the preservation of open space within an urban environment.
2. Ensure recognition of the benefits which accrue from the conservation, development and utilization of natural resources.

The Open Space and Conservation Elements are not intended, and shall not be construed, as authorizing the City to exercise its power to adopt, amend or repeal an open space or conservation zoning ordinance in a manner which will take or damage private property for public use without payment of just compensation therefore. This plan is not intended to increase or decrease the rights of any owner of property under the Constitution of the State of California or of the United States.

Land to be preserved and regulated for open space and conservation purposes, and areas where it is salient to regulate the possible negative impact of development, are presented as follows:

1. Objectives and guidelines are established for land and natural features to be reserved within communities and for regulations necessary to control possible negative impact of development on the environment. (See Chapter III)
2. Certain existing open land, natural resources and environmental features are identified as integral and necessary components of the Open Space and Conservation Elements. (See Chapter IV)





3. The general locations of "Prime" open space and conservation land, representing a framework for an open space and conservation system, are identified on the map titled "Prime Open Space and Conservation Areas". This land contains outstanding recreation, ecological, natural, and scenic resources, as well as hazardous areas which should not be developed or should be carefully engineered for public health and safety at the time of development. (See Chapter IV)

It should be re-emphasized that not all land and water features identified as components of these elements are to remain completely devoid of development. However, development that occurs on this land must be consistent with good development practices, and must be regulated to conserve and protect certain physical features and environmental resources in a manner consistent with the open space and conservation policies of the City.





## II. GOALS AND POLICIES

### A. GOALS

It is the goal of the City of Carlsbad:

1. To coordinate open space uses with other land uses for mutual enhancement and creation of a "human" urban environment, which includes development and expansion of recreational land, conservation of natural and man-made amenities, and preservation of options with regard to agricultural land.
2. To preserve optimum sustainable environmental quality levels with respect to air, water, sound levels, and plant and animal life.
3. To prevent incompatible development of areas that should be preserved or regulated for scenic, historic, conservation or public health and safety purposes.
4. To preserve and create an open space system of aesthetic value that will maintain community identity, achieve a sense of natural spaciousness, and provide visual relief in the cityscape.
5. To preserve an adequate amount and variety of open space for outdoor recreation which shall include, but not be limited to, parks, beaches, areas for organized sports, connecting corridors with trails, water recreation areas (beaches, lagoons, lakes) unique conservation areas for nature study, and semi-developed areas for camping.
6. To protect select wildlife through the preservation of feeding, nesting, and breeding areas.
7. To conserve and encourage the use of all forms of vegetation needed to (a) prevent erosion, siltation and flooding, (b) protect air and water resources, and (c) protect and enhance visual resources.



B. POLICIES

It is the express policy of the City of Carlsbad:

1. Agricultural Lands: To regard agricultural land and prime soil as a natural resource and as a significant contracting land use to the urbanized environment of the City.
2. Development Areas: To encourage the provision of malls, plazas, green areas, etc. in structures and the preservation and provision of parks.
3. Greenbelts: To establish greenbelts to preserve and/or create open space areas as a means of maintaining community scale and identity, separating conflicting land uses, and achieving a sense of natural openness as an integral part of urban surroundings.
4. Implementation: To provide an organizational structure to systematically develop and implement comprehensive plans for open space and conservation.
5. Landforms: To protect the unique variety of landforms distinctive of the City's topography and to ensure that the development process considers and strives to preserve these landforms rather than to create an unnatural, uniform landscape.
6. Outdoor Recreation: To conserve, develop, and utilize areas particularly suited for outdoor recreation by preserving areas of unique scenic, historical and cultural value and developing areas especially suited for active park and recreational purposes.
7. Preservation of Natural Resources: To preserve natural resources by: protecting fish, wildlife, and vegetation habitats; retaining the natural character of waterways, shoreline features, hillsides, and scenic areas; safeguarding areas for scientific and educational research; respecting the limitations of our air and water resources to absorb pollution; encouraging legislation that will assist logically in preserving these resources.
8. Public Health and Safety: To protect public health and safety by preserving natural and man-made hazard areas as open space and taking special precautionary measures to protect the public safety where development is possible and permitted.
9. Taxation: To promote the development and preservation of open space and conservation systems by encouraging and supporting tax assessment procedures whereby property is taxed according to the use of the land.





### III.OBJECTIVES AND GUIDELINES

In general, the designation of open space and the determination of conservation practices are dependent on an area's natural features, the location of urban development, open space and conservation goals, some recreation demand data, and the type of environment which citizens desire and are willing to achieve. The following objectives and guidelines are consistent with the previously stated goals and policies. It should be emphasized that a change in the goals and policies of the City of Carlsbad will necessitate a corresponding change in the objectives and guidelines.



A. FLOODPLAIN AND WATER RESOURCE MANAGEMENT

Objective: To conserve, develop and utilize the water resources within the City of Carlsbad, including, but not limited to, floodplains, shoreline, lagoons, waterways, lakes, ponds, and reservoirs.

Guidelines:

1. Water resources in the City of Carlsbad should be maintained in as natural and beneficial a state as possible by (a) conserving or improving the appearance and ecology of those which are in a relatively untouched condition, (b) restoring, in accordance with recognized ecological principles and insofar as it is possible, those water areas which have been significantly altered, to a condition which is most beneficial to the public, and (c) simulating a natural condition in areas which are to be altered in the future for purposes of safety engineering, water conservation, or recreation.
2. Alteration of waterways that would cause significant adverse impacts on the environment should be prohibited.
3. Where feasible, future developments should integrate natural waterways with other open space systems of the City with a view of maximizing the benefits of them to all citizens.
4. Industrial waste, agricultural runoff, water softener discharges, domestic detergents, and other forms of water pollution should be controlled in the sanitation sewer system, the storm drain system, and other methods of control as defined in State, Federal, and County laws.
5. The interim policies of the California Coastal Zone Conservation Commission and resultant land use plan will be recognized and considered when evaluating development in the coastal area.
6. Proper design criteria should be utilized to protect the integrity of the water resources in the City.





B. HILLSIDE AND SOIL RESOURCE MANAGEMENT

Objective: To preserve the identity of those areas of the City with unique topographic features and to establish proper soil management techniques to eliminate or minimize adverse and unsafe soil conditions.

Guidelines:

1. Grading for building pads and roadways should be accomplished in a manner that would maintain the appearance of natural hillsides wherever possible.
2. Soil reports, plans for erosion and sediment control measures and provisions for maintenance responsibilities should be a requirement of any approval process.
3. Density and intensity of development on hillsides should relate to the slope of the land in order to preserve the integrity of the hillside.
4. Proper design criteria should be utilized to preserve the integrity of the hillsides and soil resources of the City.



C. AGRICULTURAL LANDS

Objective: To prevent the premature elimination of prime agricultural land and preserve said lands wherever feasible.

Guidelines:

1. Urban development should take place in those areas that are the least agriculturally productive.
2. Agricultural use should be encouraged as a permissible land use in those areas designated in this document as open space.
3. The City should support and utilize all measures available, including the Williamson Act, designed to reduce the financial burdens on agricultural land, not only to prevent premature developments, but also to promote the economic viability of lands zoned for agricultural uses.
4. Proper design criteria should be utilized to maximize the preservation and future options of prime agricultural lands.





D. UNIQUE AND SPECIAL RESOURCES

Objective: To conserve, develop and utilize those areas of the City that provide unique and special open space functions including, but not limited to, visual amenities, recreational uses, landmarks, buffers between incompatible land uses, wildlife habitats and unique and desirable vegetation.

Guidelines:

1. Areas that provide unique visual amenities and shape the urban form should be considered for preservation as open space. These areas include hillsides, hilltops, valleys, beaches, lagoons, lakes and other unique resources that provide visual and physical relief to the cityscape by creating natural contrasts to the built-up, man-made scene.
2. Open space should be used to provide neighborhood, district, and City identity and to provide separations between conflicting land uses.
3. Use of the Land Conservation Act, scenic easements or open space easements should be pursued to preserve unique and special resources in the City.
4. Creeks, utility easements, and other open areas should be utilized as part of an overall master plan for parks and recreation facilities.
5. Where feasible, the City should exchange excess vacant lands for more useful open space areas.
6. Open space lands held by the public for recreational use should be accessible and should be provided with essential utilities, public facilities and services.
7. Proper design criteria should be utilized to preserve the unique and special resources in the City and to integrate them into the design of any development.



#### IV. OPEN SPACE AND CONSERVATION RESOURCE MANAGEMENT PLAN

##### A. DESCRIPTION AND INTENT OF PLAN:

This section, including textual content and graphic presentations, and subsequent, mandated open space zoning requirements, constitute the Open Space and Conservation Resource Management Plan for the City of Carlsbad. The intent of the Plan is to accomplish the goals, policies and objectives of the elements in an equitable manner. The Plan is structured to identify the resource areas and establish developmental standards. By the adoption of these elements, the City of Carlsbad declares that the proper management of the City's environmental resources requires standards and criteria for the protection, maintenance, and enhancement of valuable natural, economic and cultural resources.





1. Components of the Plan:

The following lands are integral and necessary components of the Open Space and Conservation Resource Management Plan:

a. Reserved Land Within the City:

- (1) Publicly-Owned Open Space: Used for recreational, educational, institutional, conservation, and protective purposes including parks, beaches, lagoons, trails, access ways, golf courses, school playgrounds, reservoirs, cemeteries, sanctuaries, botanical areas, flood control channels, airport clear zones, disposal sites.
- (2) Privately-owned open space committed to and used for recreational, educational, conservation, and protective purposes including parks, playgrounds, beaches, beach access ways, greenbelts, cemeteries, lagoons, and nature areas.

b. Semi-Reserved and Restricted Land:

- (1) Held privately or publicly on less permanent basis for recreational, agricultural, or transportation purposes including golf courses, agricultural preserves, airports and clear zones, railroad rights-of-way, highway and street rights-of-way, utility easements, and beach access.
- (2) Planned publicly or privately for recreational or other open space purposes including areas as designed in the General Plan of the City.

c. Unreserved land whose undeveloped state or open space function is susceptible to development including:

- (1) Scenic areas.
- (2) Sensitive landforms such as ocean and lagoon bluffs, beach sands, excessive slopes, landslide areas, major peaks and ridges, and flood plains.
- (3) Sensitive ecological areas such as wildlife habitats, bird refuges, marshes, mudflats, riparian habitats, and areas of unique vegetation.
- (4) Natural resource lands such as crop and grazing lands, Class I and II soils, sand and gravel deposits, and watersheds.



- (5) Historical and archaeological sites.
- (6) Areas buffering and structuring the form of the City and all of its components.



2. Order of Importance of Open Space and Conservation Resources:

The order of importance for the protection, maintenance, and enhancement of open space and conservation resources is as follows:

- 1st Areas which would be maintained as open space in order to provide for public health and safety including floodplains, geologic hazards and water resources.
- 2nd Areas which would protect and enhance hillside and soil resources, wildlife habitats and unique vegetation.
- 3rd Areas most suited for agricultural production.
- 4th Areas having unique and special resources including, but not limited to, visual amenities, recreational uses, landmarks, areas which provide buffers between incompatible land uses, and areas which provide linkages to larger open space areas and give form and identity to the City.





B. PRIME OPEN SPACE AND CONSERVATION AREAS:

The map entitled "Prime Open Space and Conservation Areas" designates those high priority resources that are combined to create a logical and comprehensive open space system.

These resources include:

- .Floodplain and Water Resources
- .Hillside and Soil Resources
- .Agricultural Resources
- .Unique and Special Resources

It should be recognized that many of these resources are not identified as prime areas but would collectively serve to provide additional significant open space to the citizens, even though they are not individually large enough to be mapped or described.

The areas shown on the map include, but are not limited to, the following:

1. Existing school and park sites.
2. Proposed regional parks and other major recreational areas including golf courses.
3. All marine waters, tidal flats, lagoons, marshes and estuaries.
4. Floodplains and major waterways.
5. All land and bodies of water necessary for the preservation of wildlife habitats and unique and desirable vegetation.
6. Significant grove areas.
7. Airport flight approach and take-off zones.
8. Water reservoir sites.
9. Utility corridors.

When development is proposed to take place which may have an effect on these areas, special regulations should be utilized to assure that the intent of the Plan is being carried out whenever possible. It is to be understood that the standards, criteria and ordinances established by this Plan would be utilized in conjunction with the standards and regulations of the City's zoning code, subdivision code, and any other related ordinances, resolutions or policies. In the case of any land for which contradictory standards or regulations exist, the more restrictive standard or regulation should apply.



No use, development or alteration of land identified on the map titled "Prime Open Space and Conservation Areas" should be allowed unless there is compliance with the objectives and guidelines of the Open Space and Conservation Resource Management Plan.

The following recommended standards should apply to any use, development or alteration of land designated on the map as open space, provided, however, that such standards would not apply to the development of less than one single family dwelling unit on a parcel of record at the date of the adoption of Open Space and Conservation Elements of the Carlsbad General Plan.

1. For any use, development or alteration of a parcel designated as open space, intensity of development should be restricted to a level that protects and conserves the natural resource potential of the parcel.
2. The building height, minimum lot sizes and setback standards specified by the underlying zoning should increase or decrease if such increase or decrease is necessary for the compliance of a proposed use, development or alteration with the purpose and intent of the Plan.
3. For any residential development of a parcel identified in the Plan, the following building types are permitted: Single-family detached dwelling units, duplexes and multiple-family dwelling units; provided however that maximum number of units that would be permitted pursuant to the standards of the base zone in which use, development or alteration is located. However, dwelling unit density and intensity of development indicated therein may be further reduced if dictated by the following land carrying capability considerations:
  - .topography (slope)
  - .geology (slide, soils)
  - .access (availability of road access)
  - .public facilities and services (availability)
  - .ground cover of proposed improvements
  - .scenic values
  - .ecological values







The General Plan  
City of Carlsbad, California

# PRIME OPEN SPACE AND CONSERVATION AREAS

	EXISTING LOCAL PARKS
	PROPOSED LOCAL PARKS
	PROPOSED REGIONAL PARKS
	SCHOOLS
	GREENBELTS, WATERCOURSES & LINKAGES
	PUBLIC BEACH
	SODA BEACH
	UTILITY EASEMENTS
	SPECIAL TREATMENT AREAS



C. IMPLEMENTATION

Development of a viable Open Space and Conservation Resource Management Plan requires a concurrent implementation program. Such a program must identify public and private areas of cooperation and the tools needed to develop the Plan. As such, this implementation program discusses existing sources of funds for open space land, methods of preserving open space, existing land use controls and a program for the implementation of the Plan.

The preservation of open space often requires interference with the individual property rights of the private land owner. It should also be understood that the Plan cannot be implemented without some cost to the City, even if only the cost of administration. However, as this section indicates, the City need not buy a fee simple interest in every acre of land it wishes to preserve as open space. There are other methods available to accomplish the same purpose.



1. Available Techniques

A variety of techniques are available for the acquisition or management of open space and conservation areas, both at the regional and the local scale. These methods generally fall into one of the following categories:

a. Acquisition of Fee

- (1) Purchase
  - (a) purchase with life estate
  - (b) lease purchase
  - (c) excess condemnation (or purchase)
  - (d) purchase and leaseback
  - (e) option of purchase
  - (f) deferred purchase
- (2) Gift
  - (a) in fee
  - (b) with life estate
- (3) Trade or transfer of public land
- (4) Tax foreclosure
- (5) Street vacation
- (6) Urban redevelopment process
- (7) Dedication (Quimby Act)
- (8) Eminent domain

b. Acquisition of less than fee (by purchase, dedication or gift)

- (1) Open space/conservation easements
- (2) Development rights and/or easements
- (3) Public easements to beaches, recreation areas, etc.
- (4) Slope conservation easements
- (5) Scenic easements (for highways, park entrances, historic sites and/or areas)
- (6) Public purchase and resale with certain restrictions
- (7) Compensable regulations (should be combined with zoning)
- (8) Open Space Maintenance District





c. Zoning Actions (police power)

- (1) Flood plain zoning
- (2) Ocean - submerged land zoning
- (3) Zoning to preserve scenic amenity (height limits, sign control, architectural control, etc.)
- (4) Exclusive agricultural zoning
- (5) Open Space Zoning - parks, open spaces, stream valleys, flood plains, watershed protection areas, cemeteries, golf courses and country clubs, where shown as open space on the General Plan. Other lands should be considered under type of zone to restrict development, hillside areas, wetlands, slide areas and earthquake zones.
- (6) Zoning for large lots (Estate Zoning)
- (7) Planned unit developments. (P-C, P-M, etc.) with open space requirements (cluster development).

d. Other restrictions on development

- (1) Possible control over developments by the Federal Housing Agency (FHA)
- (2) Private restrictive covenants
- (3) Designation of Open Space Plan as "open space"
- (4) Denial of public facilities
- (5) Requirements for Environmental Impact Statements, and requirements of A.B. 1454 and A.B. 1301
- (6) Subdivision Regulations

e. Transferable Densities

- (1) Provides for density transfers or reallocations to private landowners in order to secure and/or preserve open space and conservation areas.
- (2) Establishes procedures to allow a property owner to transfer by sale, with the approval of the City, his land's development density to another property in the same section of the City.
- (3) Requires the property owner incurring a reduction in the development potential of his property to dedicate the development rights to the City.



f. Tax Incentives

- (1) By contract
- (2) The California Land Conservation Act of 1968 (Williamson Act) allows valuation of farms at present use value.
- (3) California constitutional amendment providing tax exemptions for non-profit golf clubs (valuation for recreational use). In order to qualify for such exemptions, golf courses must be 10+ acres and non-profit.
- (4) Reduced tax assessment when the public has acquired development rights or other easements.





# OPEN SPACE IMPLEMENTATION TECHNIQUES



## TECHNIQUES

### OPEN SPACE FUNCTIONS

MANAGED RESOURCE PRODUCTION				PRESERVATION OF NATURAL AND HUMAN RESOURCES		HEALTH, WELFARE AND WELL-BEING				PUBLIC SAFETY						
FORESTRY, AGRICULTURE, ANIMAL PRODUCTS	MINERAL PRODUCTION	WATER SUPPLY	COMMERCIAL AND RECREATION FISH AND MARINE LIFE PRODUCTION	ECOLOGICAL PRESERVES	GEOLOGICAL FEATURES OF NOTE	HISTORIC AND CULTURAL SITES	WATER QUALITY PROTECTION	DISPOSAL (SEWAGE, GARBAGE, ETC.)	AIRSHED QUALITY PROTECTION	RECREATION AREAS	RECREATION TRAVEL	VISUAL AMENITY.	SHAPING URBAN DEVELOPMENT	GEOLOGIC HAZARDS	AIRPORT FLIGHT PATH ZONES	FIRE ZONES

ACQUISITION OF FEE																
• PURCHASE:																
OUTRIGHT PURCHASE																
ADVANCE ACQUISITION																
PURCHASE FOR ANNUITY																
PURCHASE WITH LIFE ESTATE																
EXCESS CONDEMNATION																
PURCHASE AND LEASE BACK WITHOUT CERTAIN RIGHTS																
• DONATION OR GIFT																
• EMINENT DOMAIN																
• TRADE OR LAND EXCHANGE																
• TAX DELINQUENT LANDS																
• TRANSFER																
ACQUISITION OF LESS THAN FEE																
• SCENIC & CONSERV. EASEMENTS																
• PURCHASE AND RESALE WITHOUT CERTAIN RIGHTS																
• PUBLIC ACCESS																
• LEASES:																
OPTION TO PURCHASE																
NO OPTION TO PURCHASE																
• COVENANTS DEED RESTRICTIONS																
• OTHER DEVELOPMENT RIGHTS																
REGULATION (POLICE POWER)																
• SUBDIVISION ORDINANCES REQUIRING LAND DEDICATION																
• BUILDING & PHYSICAL IMPACT CODES																
• ZONING:																
FLOOD PLAIN																
AGRICULTURE																
CONSERVATION																
OPEN SPACE																
LARGE LOT																
CLUSTER DEVELOPMENT																
TAX INCENTIVES																
• LAND CONSERVATION ACT																
INCOME TAX DEDUCTIONS & CAPITAL GAINS TAX SAVINGS RESULTING FROM DONATION																
• ESTATE TAX																



## 2. Criteria for Determining Technique

Basically, the levels of land use control for open space and conservation purposes presently in use in California range from purchase of the full fee, which is total exercise of control; through acquisition of less than the fee, to zoning, which is the least permanent method of control as presently exercised. Tax benefit methods of exerting influence are little used, though desirable, and when used, are used in combination with zoning or less than fee acquisition. The major tax incentive device utilized in Southern California is the Land Conservation Act (Williamson Act).

The following are criteria that may service as guidelines in judging the level of control necessary for the preservation of various open space and conservation components.

### a. Acquisition of Fee

This method of control is recommended when the desirable open space areas are in danger of development for other than open space use and:

- (1) The areas are intended for full public use such as public recreation areas or watershed areas, or
- (2) Preservation of the open space use would preclude any private use whatsoever.

NOTE: If the less than fee rights are in the neighborhood of 75% of the full fee it may be desirable as a matter of policy to acquire the full fee. This judgment is made in some cases such as in State Department of Water Resources acquisitions.

### b. Acquisition of Less than Fee

This method is recommended when the desirable open space areas are in danger of development for other than open space use and securing of "less than fee rights" such as scenic easements, conservation easements, and development rights will leave substantial and valuable rights with the property owner. These rights may be for farming, grazing, dairying, private recreation, very low density housing, limited mineral development, etc.

### c. Zoning and Development Controls

This method is recommended when the character of the desirable open space areas can be permanently preserved in private ownership under zoning and development controls.



(1) Zoning for public safety

Under this classification would be those areas considered unsafe to build on because of flood hazard, land subsidence, steepness of shape, fire, slide or earthquake hazard, or airport approach zone hazard.

(2) Zoning for conservation or scenic amenity

Under this classification would come agricultural preserves, exclusive agricultural districts, areas for mineral extraction, scenic conservation districts, open space zones, special treatment, or design control zones and estate size property zones.





### 3. Funding Sources

One of the main problems in providing open space and conservation areas is the lack of local funds. Acquisition of open areas requires financial assistance from Federal, State, and County sources. The major funding sources include:

- a. Open Space Land Program (Legacy of Parks Program): This program is administered by the Department of Housing and Urban Development. It provides matching grants covering up to 50 percent of the costs of acquiring and developing recreational, conservation, scenic, and historic lands. However, this program is currently at a standstill in reference to new grants and was recently suspended. Its future is doubtful, as the current national administration would like its functions to be absorbed under general revenue sharing through sharing through the Better Communities Act.
- b. Land and Water Conservation Fund: Another federal program is authorized by the Land and Water Conservation Act of 1964. It established a 50-50 matching grant program to states for planning, acquiring, and developing recreational open space lands. Funds for local jurisdictions and counties are administered through the State of California Department of Parks and Recreation. Each proposed acquisition or development project must meet high priority public recreation needs shown in the action program of the State Outdoor Recreation Resources Plan. The local agency must dedicate the project to public outdoor recreation use and assume responsibility for continuing operation and maintenance. The San Diego region's share for the 1973-74 fiscal year will be \$127,572. This low figure is in part the result of a two-thirds nationwide cut in funding. However, it is possible that funding could go back to its previous level. Also, California does not receive its proportionate share of these federal funds due to a limit set at 7 percent of the total amount appropriated by Congress that any one state may receive. A bill has been introduced in Congress to raise this figure to 10 percent.
- c. State Bond Act of 1974: Of perhaps more importance than any federal program is the proposed State Beach, Park, Recreational and Historical Facilities Bond Act of 1974. This proposal will be on the June 1974 ballot and, if approved, will provide \$250 million for the acquisition and development of parklands, beaches, and historical sites. Of this total, \$90 million would be made available to cities, counties, and special districts with the San Diego region being entitled to approximately \$6.3



million. The county government is required to play a major role in the program by working with the thirteen cities to decide how the region's share should be utilized. The recommendations made must be in accordance with local plans for parks and recreation and open space.

- d. Bagley Conservation Fund: Another source of funding is the Bagley Conservation Fund, which applies only to the State Park System. Approved by the legislature in 1971, it includes a \$40 million allocation for state beach, park, and land acquisition to be spent over three years starting with fiscal year 1971-72. The emphasis is on coastal and urban areas, with particular emphasis being placed on Southern California sandy beaches. Due to a state budget surplus, consideration is being given to adding \$50 million to this fund to be spent over a three year period.
- e. State Park and Open Space Fund: A possible future source of fundings is proposed state legislature Bill AB920, Park and Open Space Fund. This would augment revenue sources of local and government for park and open space acquisition, restoration and maintenance programs. The bill proposes a 1.1 percent sales tax on the transfer of real property. (All owner-occupied homes will be exempt). It would generate approximately \$75 million (based on 1971-72 sales estimate). The local governments and park districts would receive 30 percent of the fund to use at local discretion and 50 percent for specific projects. The state would receive 20 percent, with the California coast being designated as one of the areas of high priority for preservation.
- f. Local Bond Issues: It seems clear from the limitations of existing funds that the great majority of open space acquisition funds will have to come from local sources, such as general obligation bond issues. If those bonds can be repaid through methods other than property taxes (such as San Diego's Environmental Protection Fund, which is derived from the franchise tax on public utilities) they would seem to have a better chance of passage and would not present an added tax burden to property owners.





#### 4. Action Program

The following action program should be undertaken by the City of Carlsbad in developing an extensive planning effort which will implement the Open Space and Conservation Elements of the General Plan:

- a. To adequately protect significant open space lands during the preparation of a comprehensive set of "open space" zoning ordinances, the City of Carlsbad should adopt an interim emergency open space zoning ordinance as authorized by Section 65858 of the Government Code. This ordinance can remain in effect on an emergency basis for up to two years with periodic ratifications. The interim ordinance should (1) establish a permit procedure (containing developmental standards and design criteria) for the development of any areas identified as important resources in the Open Space and Conservation Elements of the General Plan; (2) provide procedures for a project-by-project review of every proposed project within the permit area; and (3) require the developer to provide the necessary information (in conjunction with the Environmental Review process) to show that the development will not adversely affect any significant open space area. The interim ordinance will establish the following procedure:
  - (1) Identification of permit area;
  - (2) Determining which developments within the permit area must obtain a permit;
  - (3) Distinguish between those developments which may obtain a permit administratively, and those which must go before the local governing body;
  - (4) Application process, notification of interested public agencies, appeal procedure, and public hearings;
  - (5) Standards under which permits will be issued.
- b. Development of an extensive planning effort will be required to collect and interpret a substantial amount of environmental data. According to the map titled "Prime Open Space and Conservation Areas" in the Open Space and Conservation Element, the City of Carlsbad has identified the following four resource areas: (1) Floodplain and Water Resources; (2) Hillside and Soil Resources; (3) Agricultural Resources; and (4) Unique and Special Resources. Environmental data will be collected from all available sources and mapping will be conducted in





necessary areas such as scenic vistas, historic corridors, unique wildlife habitats, etc. This phase of the planning effort will, therefore, consist of research, data collection and interpretation of the four identified resource areas. Specific plans will be developed from this information to implement the Open Space and Conservation Elements.

- c. A comprehensive set of "open space" zoning ordinances will be drafted to implement the specific plans discussed above. These shall include, but not be limited to, the following areas:
  - (1) Floodplain Zoning Ordinance
  - (2) Water Resource Management Ordinance
  - (3) Hillside Development Ordinance including slope/density standards and proper grading and landscaping techniques
  - (4) Development of an Exclusive Agricultural Zone to be used at the property owner's request
  - (5) Overlay Zoning Ordinances to include scenic vistas, scenic corridors, wildlife habitats, areas of unique vegetation, recreational lands, special landmarks and areas that buffer incompatible land uses.



In addition to the above, one or more of the following actions could be undertaken by the City in order to keep the Open Space and Conservation Elements current and relevant:

- a. Assist single purpose agencies to plan for and acquire when needed, and in advance of need in some cases, those areas that will be required for their specific open space and conservation purposes (financing, coordination, and land bank functions).
- b. Continue the tasks in process to develop and refine statements of goals, operational objectives, and the divisions of responsibility required among the several levels of government and the private sector which are required as a basis for achieving effective intergovernmental management of open space and conservation resources.
- c. Develop additional devices and procedures for insuring the fullest degree of coordination and communication with all affected public agencies as a basis for their support to the City's plans and their implementation provisions, where relevant to their area of jurisdiction.
- d. Conduct more detailed analysis of the natural environmental factors of geology, hydrology, soils, plant and animal ecology, climate, and resources which are fundamental to the planning of a viable and effective open space and conservation system. Continue to identify the location and significance of hazardous, unstable seismic or other areas in which urban development should not occur, as well as areas of exceptional, unique or fragile character which should be conserved as areas of positive open space valued. The environmental impact report process could be utilized to implement this action.
- e. Develop more detailed demand estimates, space standards, and service area criteria for all forms of open space, conservation, scenic highways and recreation in the City, evaluate the attitudes and desires of recreation consumers. Identify the varying human needs for different types of recreation facilities and services in the City and respond to the special needs of the aged, the young and others whose mobility and ranges of choice are limited geographically, physically or economically.



- f. Compare the full range of demands for various types of open space, conservation, scenic highways and recreation lands with the inventory of natural and man-made resources of the City. Match the activities and facilities to specific sites and locations which are physically suitable and efficiently located.
- g. Develop quantified data on the respective economic and social costs and benefits of alternative open space-urban development plan options and specific sites. Develop a procedure which the City can operate on an on-going basis to monitor the economic effects of actual change produced by public and private sector development actions, as a means of improving the adequacy of the preservation plans and programs to meet their objectives.
- h. Supervise the preparation of prototype site plans and design studies to illustrate recommended developmental approaches for various open space, conservation, scenic highway and recreation lands.
- i. Provide landowners and interested citizens with information on estate, income, and property tax consequences of various forms of gifts; and have available for discussion with prospective donors, legal forms for the conveyance of various types of interest, such as the fee, the fee subject to a life estate, scenic easements, flooding easement, and fee subject to reversion if the government ceases to use the land for open space purposes.
- j. Continue to prepare and refine a long-range plan for a detailed City-wide system of open space, conservation, scenic highways and recreation lands on the basis of the evaluations and tasks described above, to optimize the benefits of the City's unique setting and environment. This will consist of a map of the entire City, on which will be indicated all existing or proposed open space, conservation, scenic highways, and recreation lands. It will also consist of a plan text describing each of these lands or locations in terms of the approximate size of the sites, the purposes or functions they are intended to serve, their current status of development and ownership, their estimated cost, and the means recommended to implement their inclusion with the open space, conservation, scenic highways and recreation lands system. The plan map and text will constitute a combination of the Open Space, Conservation, Scenic Highways Elements and certain aspects of the Recreation Element of the City's General Plan, and will provide the basis for preparing required environmental impact reports.





- k. Initiate, coordinate, and supervise specific implementation programs for both short-range and long-range plans, including among other items a capital improvement program, a financial plan, proposed changes to the City's development regulations, and the acquisition of fee and less than fee rights to land.
- l. Undertaking specific site evaluations with the intent of securing Open Space Easements in accordance with adopted policies and plans. Analyze and report to the Planning Commission the specific restrictions and/or privileges to be secured.
- m. Give special consideration to the use of density transfers or reallocations as a means of preserving open space. While cluster or planned community development permits variable density within a single residential district, transferable density zoning permits variation throughout a whole community. It might be initiated by taking the following steps: The city would determine the average density required to accommodate an optimum future population. Then it would create a fixed number of "density units," each of which permits construction at a given level of density. These density units would then be allocated to the property owners according to the size and presently permitted use of their holdings. The density units would be freely transferable: They could be bought and sold. Should a developer wish to construct high-density subdivision, he would have to buy enough density units from property owners to achieve the desired density for the subdivision.

Establish procedures to allow a property owner to transfer by sale, and with the approval of the city, the development density to another property owner's parcel in the same section of the city. Require the property owner incurring a reduction in the development potential of his property to dedicate the development rights to the city. Unlike zoning, this action is considered an "enforceable restriction" under state law and will impact the tax assessment of the grantor's property and hence his property taxes. (Technical Note: Real property subject to taxation is assessed at the full value thereof. Full value is defined judicially as the price at which the property would sell under ordinary circumstances. The transfer of density to another landowner's parcel and the dedication of the development right to the city would lower the value of the property of the grantor and hence his property taxes but, would likely increase proportionately the value of the property receiving the increase in development density.)



- n. Provide landowners and interested citizens with information on agricultural preserves as established by the Land Conservation Act and encourage its utilization wherever feasible.



## V. APPENDIX

### A. DEFINITIONS:

For the purpose of the document, certain terms or words used herein shall be interpreted as follows: Words in the present tense include the future, words in the singular number include the plural number, and words of the masculine gender include the feminine gender. The word "shall" is mandatory, not permissive, unless the context indicates that a directory meaning is intended.

Adjacent to—Lands shall be considered adjacent if they share a common boundary line; or if they do not share a common boundary line, they are separated only by a public right-of-way or easement.

Base District—The underlying zoning classification established by the City Zoning Code, including combining districts.

Cleared Areas—Land areas where vegetation has been removed to the extent that the native soil is disturbed and exposed. Agricultural cultivation shall not be considered as cleared areas.

Development—On land, in or under water, the placement or erection of any solid material or structure; discharge or disposal of any dredged material; grading, removing, dredging, mining, or extraction of any materials; change in the density or intensity of use of land, including, but not limited to, subdivision of land pursuant to the Subdivision Map Act and any other division of land, including lots splits; construction, reconstruction, demolition, or alteration of the size of any structure, including any facility of any private, public, or municipal utility.

Elevation—The vertical distance of any given point on the land above or below sea level or other base level of reference.

Enforceable Restriction—Land subject to restrictions as provided by:

1. A Contract—executed by the City and the fee owners of the surace and trust deed beneficiaries and mortgagees of record of land under contract to preserve land (usually for agricultural use) as open space for a minimum period of ten (10) years.
2. Open Space Easement—An instrument whereby the owner of real property relinquishes to the City, in perpetuity, or for a minimum period of twenty (20) years, such right of interest which, through the limitations it provides, will effectively preserve the character of the land or provide for public use in accord with adopted city open space and conservation objectives.





Existing Parcel—Any parcel as it existed and was defined by boundaries at the date of the adoption of this General Plan document.

General Plan—The adopted General Plan of the City of Carlsbad including elements, amendments, and additions.

Grading—Any alteration of land that increases or decreases the existing elevation more than one foot or that requires the moving of one hundred (100) cubic yards or more of earth, with the more restrictive standard to be used.

INTERPRETATION OF THE BOUNDARY LINES:

When uncertainty exists as to the precise boundary lines of the areas identified on the map, such boundary lines shall be interpreted in the following manner:

1. Where boundaries appear to follow the center line or street or highway line of a street or highway, boundaries shall be construed to follow such lines.
2. Where boundaries appear to be approximately parallel to the center line or street or highway right-of-way line of a street or highway, boundaries shall be construed to parallel such lines.
3. Where boundaries appear to follow ownership boundary lines, boundaries shall be construed to follow such lines.
4. Where boundaries appear to reflect environmental and resource management considerations, boundaries shall be construed in a manner which is consistent with the environmental and resource management considerations that the boundary reflects.
5. Any district boundary line which bisects a parcel shall include in the district only that portion of the parcel which is enclosed in the District by the boundary line.

Land Coverage—A manmade structure, improvement or covering that prevents normal precipitation from directly reaching the surface of the land underlying the structure, improvement or covering. Such structures, improvements or coverings include roofs and surfaces paved with asphalt, stone or the like such as roads, streets, basketball courts and patios. A structure, improvement or covering shall not be considered as land coverage if it permits at least seventy-five (75) percent of normal precipitation to reach the surface underlying it.

Natural—A state existing in nature or produced in accordance with what is found or expected in nature.

Natural Resource Land—Land deemed to possess or encompass biological or mineral resources.



Open Space—Land and water which is essentially free of structures and buildings and/or is natural in character.

Open Space Lands—In accordance with Article 10.5 of the California government code, open space lands are hereby defined as lands which are both devoted to open space use (as defined) and so designated.

Parcel—An area of contiguous land owned by a person.

Parcel of Record—An area of land shown as a separately bounded area on a recorded subdivision plat or deed, or a number of contiguous areas of land owned by a person all of which are shown as separately bounded areas on a recorded subdivision plat or deed.

Person—An individual, partnership, corporation, business association, or group of individuals and any governmental entity.

Plan—The Open Space and Conservation Resource Management Plan for the City of Carlsbad composed of the Open Space and Conservation Elements plus required Open Space zoning ordinances.

Preserve—To maintain and protect and, in certain instances, allow development and utilization that retains desirable factors.

Scenic Lands—Land possessing outstanding scenic qualities worthy of preservation.

Sensitive—Subject to undesirable physical changes if one or more elements of the environment are destroyed or altered.

Significant Adverse Environmental Impact—An irrevocable and discernible modification of the land, water, air, or biological resources (including endangered species of vegetation and wildlife) by any subdivision, use, development or alteration which is determined to be injurious to the general health, safety or welfare of the public, or which lowers the quality of life.

Slope—For the purposes of this document, the rise or fall of the planar surface of the land measured as a percent or ratio of horizontal distance to vertical distance.

Subdivision—The act of subdividing an existing parcel of real property into two (or more) parcels or condominiums.

Total Parcel Area—The total area of a parcel not including water bodies or exterior streets, highways or other right-of-way. Any areas not included in a Resource Management District shall not be part of the total parcel area of a parcel.



Use, Development or Alteration—Any human activity involving the changing of topography of the land, erection of buildings or structures, the creation of land coverage, subdivision of land, the construction of drainage ways or conduits, removal or destruction of rare or endangered species of vegetation or wildlife, the transmission of storm or waste water and any other similar activity; or the maintenance of any activity upon land.

Vegetation—Any living plant organism such as grasses, chaparral, brush, shrubs, trees.





## B. STATUS OF OPEN SPACE AND CONSERVATION IN CARLSBAD

To logically prepare a general plan and implementation program for the preservation or rational development of open lands, knowledge of opportunities and the current status of open lands is necessary. The following is summary of certain components of the open space and conservation resources existing in the City at the time of preparation of the Open Space and Conservation Elements:

1. **Rapid Transition:** Various economic pressures and governmental decisions coupled with population growth have over the past few years stimulated the rapid transition of land from rural, agricultural, natural and scenic resources, conservation and recreation uses to urban uses.
2. **Urbanization:** An examination of the urbanized areas of Carlsbad demonstrates that past development policies have resulted in a lack of preservation of sufficient open space, and that development has occasionally encroached upon flood plains, lagoons, steep slopes, wooded areas and prime agricultural land.
3. **Topography:** Carlsbad can be divided into 3 distinct topographic areas. The beach comprises less than 1% of the city, and the terrace about 30%. Approximately 70% of the City consists of rolling hills.
  - . **Beach:** The beach is very narrow. Its width does not exceed 500 feet, and is generally less than 200 feet. Approximately a third of the coastal boundary, from Batiquitos Lagoon to Palomar Airport Road, is sea cliffs which range from 40 to 50 feet high. Of the approximately 6-1/2 miles of beach in the City, more than four miles is in public or quasi-public ownership.
  - . **Terrace:** The terrace is gently and uniformly inclined to the west. Maximum elevation ranges from about 40 feet in the west to about 400 feet in the east. The terrace is cut by the channels of four west-draining streams, three of which empty into lagoons.
  - . **Hills:** In the area of rolling hills, elevation ranges from about 100 feet to about 1,000 feet, but 80% of the area is less than 500 feet. Greatest relief is along the eastern boundary of the City. Here the hills are steepest, with sharp, incised drainage divides.
4. **Major Recreation Areas in Carlsbad:** No non-beach regional or community parks exist in Carlsbad. There are only five neighborhood parks serving the entire population of the City.



5. Coastline: The coastline is a major resource of Carlsbad. The public's access to these coastlines have been impaired, not so much by development, but by the lack of improved access.
6. Canyons: The canyons have great importance for Carlsbad because they have considerable value to a comprehensive open space system. The present policies of the city do not adequately protect these resources.
7. Watercourses: Development of Carlsbad's river beds and creeks has had at least two detrimental effects on the environment. First, development in certain areas of Carlsbad has blocked the natural flowing of water. Second, the soil of the watercourses and banks is quite fertile and development precludes its cultivation.
8. Steep Slopes: Steep slopes are central to the problem of flood control and erosion. This is particularly true in the Carlsbad area where natural vegetation and ground cover is not thick, and the rainfall is concentrated in the winter season in which 90% of the annual precipitation occurs. Also, construction on steep slopes often results in a form of urbanization that is difficult and costly for the City of Carlsbad to service, besides presenting grave public safety hazards when steep slopes are unstable. Approximately 10% of the City contains slope lands greater than 26%, and 15% of the City contains slope lands ranging from 16 to 25%. If these slopes are left predominately undeveloped they can give a greater impression of openness than their size alone would indicate--particularly if they are abutted by low-lying areas of urban development.
9. Agricultural Soils: There is no program to preserve prime agricultural soils in Carlsbad at the present time. The Land Conservation Act has not been used.
10. Hills: Excessive alteration has occurred to utilize hills and hilltops for home sites.
11. Surface Water: Surface water in Carlsbad is too meager and undependable to be considered an exploitable resource.

The Water Resources Division of the U.S. Geological Survey studied the flood potential of the streams in Carlsbad. The areas susceptible to flooding are those underlain by alluvium, the lower reaches of the four main drainage basins, and the lagoons. These areas are shown on the map titled "Flood Prone Areas."





Most of the streams are intermittent and drain into the three lagoons: Buena Vista, Agua Hedionda and Batiquitos. Only Agua Hedionda is a tidal lagoon open to the ocean. San Diego Gas and Electric Company does periodical maintenance dredging to assure adequate cooling water for the Encina Generating Plant.

Batiquitos Lagoon contains brackish water; the degree of salinity varies seasonally with the amount of rainfall. Buena Vista Lagoon is a freshwater lagoon and is being maintained by the Cities of Oceanside and Carlsbad. The lagoon is owned by the State Department of Fish and Game. The lagoons have been utilized in the past for sewage disposal and the head of Buena Vista Lagoon has been artificially filled.

At the present rate of siltation, with debris originating mainly from construction projects in their drainage basins, it will be perhaps ten to twenty years before Buena Vista Lagoon and Batiquitos Lagoon are filled in. If these lagoons are to be preserved, a comprehensive program of erosion and siltation control would have to be undertaken.

12. Groundwater: Data from the California Department of Water Resources indicate that the only sources of groundwater in Carlsbad are the alluvial deposits and the La Jolla Group Rocks. About 80% of the groundwater is in the alluvial deposits with the remainder in the La Jolla Group.

Groundwater is currently being used for rural and agricultural purposes. Chemical analysis performed by the Department of Water Resources show dissolved salts and minerals make the water of questionable quality for domestic use, but it is considered adequate for agricultural purposes.

The Department of Water Resources data indicate that there is no area within the Carlsbad City limits where a high yield well could be developed.

13. Flood Prone Lands: Mapped in this document are 100 year flood prone areas with upstream drainage areas exceeding 25 square miles. There is a 1 in 100 chance on the average that these lands will be inundated during any year.

Detailed analyses of flood prone lands are contained in the Buena Vista and Agua Hedionda Creeks. Information on the San Marcos Creek/Batiquitos Lagoon may be obtained from the San Diego County Sanitation and Flood Control District.

14. Water Resources: In Carlsbad, as well as other coastal communities, where competition for land is intensifying, it is particularly difficult to coordinate land use and water resource/open space/conservation planning.





Flood control will become an increasing problem in the City. Owners of property in flood plains will desire flood control channels to protect their investments and maximize the development potential of the land. Provision of a flood control channel would make possible urban development on presently undevelopable land.

On the other hand, retention of the lower reaches of the flood plains as open space has benefits for the general public. The watercourses in Carlsbad have the potential of providing natural greenbelts dividing existing and possible future development. On portions of the flood plains agricultural development and golf courses can provide forms of open space which are compatible with passage of flood waters.

It should be strongly emphasized that near urban areas, river bank vegetation, golf courses, and agriculture cannot survive if subject to the market economy. To be preserved as open space and greenbelts, they have to be afforded the same kind of protection that city parks have.

15. Vegetation and Wildlife Habitats: The majority of vegetation cover in Carlsbad can be divided into four types: (a) Coastal Sage Scrub and Chamise Chaparral, (b) Eucalyptus Groves and Woodlands, (c) Cultivated, Fallow Fields, Grasslands, and Disturbed (Ruderal) Areas, and (d) the Vegetation Associated with Lagoons.

Four basic types of wildlife habitats existing in Carlsbad: (1) chaparral, (2) woodland, (3) riparian, and (4) coastal lagoon. The chaparral habitat contains vegetation classified on the San Diego County Soil Survey maps as "broad-leafed chaparral," "narrow-leafed chaparral," and to some extent, "barren." The riparian habitat includes areas with intermittent drainage.

Within these zones of habitats are many interrelated ecosystems, or functional physical and chemical relationships. There are interrelated environments within these habitats "determined not only by geographic location, but by soil type, drainage, erosion, water, wind, and many other environmental features—considered of a local nature."

16. Climatic Zone: The City of Carlsbad's climate is largely controlled by the surface temperature of the Pacific Ocean. This and the distribution of land and water areas are the determining factors for the typically mild winters and moderate summers. The average rainfall is 10.4 inches, but the precipitation occurrence is highly variable. Temperatures in this area are influenced by the coastal fogs and air currents from the ocean. The annual average minimum temperature is 55.1°F, while the annual average maximum temperature is 71.4°F.



17. Grading: Some grading practices allowed in the City have had adverse effects. Provisions have been established to mitigate the effects of earth moving (e.g., proper planting of environmentally adopted grasses, forbs and trees), and impede erosion.
18. Roads and Wildlife: Multi-lane roadways have exacted a great toll of animals, including birds, mammals and reptiles. Regardless of behavior (diurnal and nocturnal), wildlife is susceptible to road-kill. This problem will be especially acute as the City extends roads inland through wildlife areas.
19. Grass Areas: The United States Forest Service has been making brush-to-grass type conversions through the County, including the Carlsbad area, since about 1953. Type conversion is a form of "fuel modification," a change in what is available to be burned. Multiple benefits result from type conversions. Grass areas provide fuelbreaks to aid in fire control and the absence of nature or climax vegetation reduces water losses through evapotranspiration. Conversions create a greater variety of wildlife habitats and provide browse or forage plants for livestock.
20. Wildlife Buffer Zones: Small wildlife environments such as neighborhood creeks, wood lots have not been preserved. Development has not been adapted to conform to existing geography, and buffer zones for wildlife have not been adequately provided to lessen the impact of development.
21. Animal Crossings: Devices to discourage roadway crossings by animals have not been employed, and structures to allow safe passage have not been provided. This will become more important as development continues adjacent to lagoons and as development probes inland.
22. Lagoons: There has been a continuing discussion throughout the years as to what should be done to Buena Vista, Agua Hedionda, and Batiquitos Lagoons. The three lagoons existing constitute a major resting point along the Pacific Flyway for ducks, geese, and many water birds. Further, the lagoons contain or have the potential to be rehabilitated to contain flora and fauna which cannot be found anywhere else in the world. Once blocked or built upon, the lagoons will drastically change (the process has started), causing irreparable damage to the bird populations of North America. It is extremely important that they be wisely managed. Suggested uses have ranged from filling for industrial and residential uses to nature preserves to ocean access small craft harbors. Each proposal has had its staunch advocates and opponents. Since these lagoons differ in respect to such aspects as ownership, physical characteristics, governmental jurisdiction, potential uses, and financial and environmental costs of implementing various proposals, it is essential that each be considered in its own light.





Buena Vista Lagoon: San Diego County's Regional Parks Implementation Study recommends that Buena Vista Lagoon be developed as a nature preserve oriented regional park. Although the lagoon bottom as it presently exists is owned by organizations interested in such uses, most of the adjoining land intended for park use, namely Hosp Grove, is no longer available for such purposes. The mouth of the lagoon has long been closed to the ocean and there is no need for it to be opened. The lagoon is well known as an especially important habitat for fresh and brackish water fowl and both public and private sentiment appears to favor this use.

Agua Hedionda Lagoon: This lagoon has been the subject of two City of Carlsbad studies exploring its use as an ocean access small craft harbor. It has also been recommended in the Regional Parks Implementation Study as a major intensive water sports oriented regional park. The wet area of the lagoon is owned by the San Diego Gas and Electric Company and is used as a cooling water intake and settling basin for the Encina Power Plant. This area is leased to the City of Carlsbad for recreational use. Since most of the south shore of the lagoon is owned by San Diego Gas and Electric Company and the remaining shoreline and adjoining acreage is privately owned, it appears that joint cooperation between San Diego Gas and Electric Company, the City, and private interests is essential if Agua Hedionda Lagoon is to be satisfactorily developed.

Batiquitos Lagoon: This is the largest of the northern San Diego County coastal lagoons and appears capable of a wide variety of potential uses. It differs from Buena Vista and Agua Hedionda lagoons in several respects: (a) Although covered with water in winter and spring, most of it is usually dry during summer and fall; (b) The lagoon bottom and surrounding area are almost all privately owned; and (c) Most of the area in and surrounding the lagoon is relatively undeveloped.

The County's Regional Parks Implementation Study has recommended the acquisition of 355 acres of lagoon bottom and 1061 acres of adjoining land as a coastal lagoon ecological preserve, and development as a water recreation regional park. The report also recommends that the County be the sole controlling agency and that the entire development be public. The City of Carlsbad, however, has taken the position that although it endorses the concept of a regional park at Batiquitos, it favors joint City-County and public-private participation to accomplish the desired results.





Areas of agreement between City, County, and private interests are: (a) Batiquitos Lagoon is capable of a wide range of ecological and recreation uses; (b) The lagoon should be opened up to tidal flushing; and (c) Any type of lagoon development will be very costly. Areas yet to be resolved are: (a) Specific uses on the lagoon proper; (b) Land uses, both public and private, on lands surrounding the lagoon; (c) Which public agency(s) should be in control; and (d) Methods of financing by public and/or private interests.

23. Calavera Lake: Owned by the City of Carlsbad, this lake is recommended for development by San Diego County as a major urban general recreation regional park for a day use and overnight camping with active play areas, inland water recreation, ample camping and picnic areas, and major cultural and equestrian facilities. The proposed Calavera Lake Regional Park, centered around the existing 40-acre Calavera Lake, is geographically located to serve as a major focal point in the regional park system for the northwest county area. Development recommended is for a broad program of general recreation and cultural activities including a regional cultural center, extensive active play areas, passive nature areas, moderate water recreation and equestrian facilities. The park site has further potential as the hub in a linkage of public recreation trails and open space corridors connecting with Buena Vista Lagoon along Buena Vista Creek and with Agua Hedionda Lagoon southwesterly along Agua Hedionda Creek. A larger lake is needed for land-term water recreation demand, and to provide an adequate basic attraction for users of this major regional facility. The proposed acreage for the park totals 2,413 acres.

Acquisition Priorities/Problems: If the 252-acre City of Carlsbad water property is purchased by the county, additional developable land will need to be purchased for park facilities. Portions of the park site are marginal terrain for other land use and may be included in the open space preservation program. Drainage courses to the other parks should include easements for trails.

24. The following lands are major open space opportunities in the Carlsbad area:
- . Buena Vista Lagoon
  - . Agua Hedionda Lagoon
  - . Batiquitos Lagoon
  - . Hosp Grove
  - . Drainage courses and canyons from hill areas down to the lagoons
  - . Flight approach and take-off at Palomar Airport
  - . Calaveras Lake Area
  - . Squires Dam Area
  - . Areas of rough terrain considered difficult for development (steep slopes)



- . Areas between the beach and Old Highway 101 that are not yet State beach areas
  - . Buffer areas between industrial land use and future residential development
  - . Utility easements
  - . Scenic Highway Corridors
25. Until the adoption of a new general plan, the City of Carlsbad's official policies and goals pertaining to the preservation of open space lands are contained in the 1966 General Plan and the Housing Element.
26. The 1966 General Plan provides for various types of permanent open spaces, including preservation of existing natural features, and creating a system of open-space park strips connecting other park sites and community facilities and residential areas. The old general plan is concerned with the need for general preservation of open space to serve as a transition between residential areas and certain incompatible non-residential uses and as holding zones for long-range urbanization of the area. Unfortunately, the implementation of the plan has been weak and has only met with partial success.
26. The 1966 General Plan did not stress linking open space and recreation areas at either a micro or macro scale. The map titled "Potential Linkage and Other Special Features" illustrates potential scenic highway and the use of utility easements as linkages.









Housing Element  
of the  
Carlsbad General Plan

Prepared By:  
Margaret R. Goldstein  
for  
City of Carlsbad  
Planning Department  
October 28, 1980



## TABLE OF CONTENTS

Volume 1: Housing Element		<u>Page</u>
I.	INTRODUCTION	1
	A. Intent and Theme of the Housing Element	1
	B. State of California Law and Requirements	3
	C. General Plan Relationships	4
	D. Local Responsibility: Implementation, Evaluation and Review	6
II.	GOALS, POLICIES AND ACTION PROGRAMS OF THE HOUSING ELEMENT	11
	A. Goals	11
	B. Policies and Action Programs	12
III.	IMPLEMENTATION, PRIORITIES, UPDATE AND REVIEW OF THE HOUSING ELEMENT	26
	A. Priorities	26
	B. Review and Update	29
Volume 2: APPENDICES		
	A. Community Profile: Housing Characteristics, Needs and Problems	
	B. Constraints to Providing "affordable" Housing: Market and Governmental	
	C. Mobile Home Discussion	
	D. Definitions	
	E. Low and Moderate Income Housing: Fair Share and Inclusionary Provisions	



## I. INTRODUCTION

This housing element of the general plan is intended to provide citizens and public officials of Carlsbad with an understanding of the housing needs of the community and to develop an integrated set of goals, policies and programs which can assist the community in meeting those needs. Volume 1 includes Goals, Policies, and Action Programs as well as Implementation Procedures and Priorities. Volume 2 available as reference includes an extensive Community Profile as well as discussion of constraints to housing development, definitions and special topics.

### A. INTENT AND THEME OF THE HOUSING ELEMENT:

#### HOUSING IN CARLSBAD 1980-1985; DEVELOPMENT AND PRESERVATION

In the course of citizen participation efforts in preparing this document, two major themes have emerged as crucial to dealing with housing issues in Carlsbad over the next five years. The first of these themes is the city's need to deal with the continuing growth and development of the community. Carlsbad's population has more than doubled since 1970 and the rate of growth has accelerated since 1975. The following table illustrates past trends and available projections of future growth in Carlsbad for the next five-year period.





### Growth Trends and Projections

<u>Year</u>	<u>Population</u>	<u>Households</u>	<u>Single Family</u>	<u>Multi Family</u>	<u>Mobile Home</u>
1970	14,944	5,149	<u>3,562</u>	<u>1,028</u>	<u>246</u>
1975	19,700	7,240	<u>3,842</u>	<u>2,422</u>	<u>760</u>
1979*	32,100	13,281	<u>8,044</u>	<u>4,169</u>	<u>1,068</u>
1985**	39,371 - 45,932	17,268	NA	NA	NA
1985***	<u>51,100</u>	<u>20,700</u>	NA	NA	NA

\* current

\*\* projection range, Series IV

\*\*\* projection Series V; preliminary

(Sources: U.S. Census, 1970; California Census, 1975; California Department of Finance, 1979, Series IV Forecasts, Comprehensive Planning Organization and Resolution No. 5237, City of Carlsbad, 1977; Series V Preliminary Regional Growth Forecasts, Comprehensive Planning Organization, January, 1980)

The second major theme is the desire to preserve the character of the city's existing residential areas, community scale and desirable environment. This theme is expressed in emphasis on rehabilitation and preservation activities in older neighborhoods and in emphasis on neighborhood identity, orderly development and compatibility with surroundings to be stressed in new development. Both themes, i.e. response to projected growth and desire to preserve community values, are addressed in the goals and policies of this element.

### Toward a Comprehensive Housing Strategy for Carlsbad

The housing element is intended to serve as a blueprint for both elected officials and staff in evaluating proposals, determining priorities and making housing decisions of



all kinds. The goals of the element should provide a basis for reviewing day to day issues and serve as one basis for evaluating alternatives. The element when viewed as a comprehensive housing strategy also provides the city with a framework to respond to regional, state and federal housing initiatives and to evaluate state and federal programs for local use. As a comprehensive housing strategy, the element also informs all residents of the community of the consensus goals, policies and priorities which have been developed to attempt to meet "the housing needs of all economic segments of the community."

B. STATE OF CALIFORNIA LAW AND REQUIREMENTS

Section 65302(c) of the Government Code requires a housing element as a mandatory component of a city's general plan. This requirement reflects a legislative judgment that local planning and program commitment are needed in order to meet the state's housing needs and goals. The state legislature has established general standards to be followed in the development of a housing element. A housing element must consist of standards and plans for the improvement of housing and for provision of adequate sites for housing. The element must consider all aspects of current housing technology including site built housing and manufactured housing. In addition, the element must make adequate provision for the housing needs of all economic segments of the community.



Finally, the element must be developed pursuant to regulations established under Health and Safety Code Section 50459 (Section 65302(c) California Government Code). The Department of Housing and Community Development issued Housing Element guidelines in November, 1977. These guidelines establish criteria against which local compliance with the requirements of Section 65302(c) can be measured. This housing element was developed pursuant to the State Housing Element Guidelines and the Housing Element Manual prepared by the Department of Housing and Community Development, in an effort to meet the intent of the state legislative mandate.

### C. GENERAL PLAN RELATIONSHIPS

California law requires that general plans contain an integrated, internally consistent set of policies. The housing element is most affected by development policies contained in the land use element which establishes the location, type, intensity and distribution of land uses throughout the city. The housing element has been drafted to reflect consistency with the land use element which for reasons of safety, geology, open space, noise, among others, declares that certain areas are to be preserved or developed with non-residential uses. The housing element does not suggest specific sites for particular types of housings. The element does recommend general areas and locational criteria for future housing development. An effort was made to make these recommendations consistent with the land use element. To the extent that conflicts arise between the housing element and the land use element, the policies of the land use element shall prevail provided, however, that provision of lower income housing shall be considered as a factor for allowing development above the "guaranteed" densities identified in the land use element, and provided further that in master planned or specific planned areas in which low and moderate income rental units are provided density increases of no more than 50% of the maximum residential density specified in the Land Use Element may be permitted by the City Council. For those areas of the city with density ranges of 0-4 dwelling units per acre, a density increase of up to 25% may be granted to allow provision of low and moderate income housing. If it becomes clear





that the goals of this housing element cannot be met within the locations and densities established for residential development by the land use element, the land use element may be amended.

### Goal Setting and the Land Use Element

This Housing Element uses the residential guidelines of the City's adopted Land Use Element as a policy framework for developing more specific goals and policies in the housing element. Although the Land Use Element enumerates 16 different guidelines for residential development, they encompass five main themes. These are:

1. Preservation - Preserve the neighborhood atmosphere, retain the identity of existing neighborhoods, maximize open space and ensure slope preservation.
2. Choice - Ensure a variety of housing types, a choice of all economic ranges, wide range of housing types; apartments, townhouses, etc., different styles and price levels in a variety of locations.
3. Medium and High Density Compatibility with Surroundings and Services - Provide close-in living and convenient shopping in the commercial core. Limit and encourage large scale development of apartments in areas most appropriate from standpoint of convenience and access.
4. Housing Needs - Utilize programs to revitalize deteriorating areas or those with high potential for deterioration; seek to provide low and moderate income housing.



5. Managed Development - Ensure orderly residential development, avoid "leap frog" subdivision; allow higher density where existing or proposed public facilities can accommodate increased population and particularly within the Village area Redevelopment Project.

Now several years old the land use element continues to be instructive and has formed one basis for the goals of the housing element.

#### D. LOCAL RESPONSIBILITY:

#### IMPLEMENTATION, EVALUATION AND REVIEW

The Housing Element includes five general goals, ten major policy areas and 46 recommended action programs. The implementation, of the action programs presents a formidable task for local officials. Obviously, not all tasks can be given equal weight and attention. Section III of this Housing Element highlights those policies and programs which because of both state guidelines and local needs should be given priority. This Section attempts to assign responsibility for implementation of the program. It should be noted that ultimate responsibility lies, of course, with the Carlsbad City Council, which may assign staff and resources to carry out particular responsibilities under its own guidance or under that of appointed review bodies. The following chart lists each of the element's 46 recommended action programs with suggested staff and review responsibilities. Those appointed bodies with review and evaluation responsibilities will be assigned appropriate staffing as indicated in the chart. The chart also includes suggested fund sources. All actions are subject to final directives by the Carlsbad City Council.



**Local Responsibility: Recommended Housing Element Program**

<b><u>Policies and Actions</u></b>	<b><u>Staff Responsibility</u></b>	<b><u>Review and Evaluation</u></b>	<b><u>Suggested Funding</u></b>
<b>I. Preserve city's character</b>			
1. Preservation Districts housing condition and possible rehabilitation	Building Inspection Housing and Community Development	Housing and Community Development Commission	Block Grant
2. Preservation Districts public and community facilities	Housing and Community Development	Housing and Community Development Commission	Block Grant
3. Involvement of neighborhood community organizations	Housing and Community Development	Housing and Community Development Commission	Block Grant
4. Public notice to neighborhood and community organizations	Housing and Community Development	Housing and Community Development Commission	Block Grant
5. Preservation of historic houses	Building Inspection Planning Department	Planning Commission	General Fund
<b>II. Concentrated rehabilitation</b>			
1. Rehabilitation	Housing and Community Development	Housing and Community Development Commission	Block Grant
2. Future programming for rehabilitation	Housing and Community Development	Housing and Community Development Commission	Block Grant and potential state or federal rehab funds
3. Public facilities	Engineering Department	Housing and Community Development Commission	Same as 2
<b><u>III. Lower Income</u></b>			
1. Federal and state programs	Housing and Community Development	Housing and Community Development Commission	General Funds until one or more programs are funded





<u>Policies and Actions</u>	<u>Staff Responsibility</u>	<u>Review and Evaluation</u>	<u>Suggested Funding</u>
2. Current Section 8	Housing and Community Development	Housing and Community Development Commission	General Funds until one or more programs are funded
3. Future Section 8	Housing and Community Development	Housing and Community Development Commission	General Fund until one or more programs are funded
4. Referendum	Housing and Community Development	Housing and Community Development Commission	General Fund until one or more programs are funded
5. HCD funds	Housing and Community Development	Housing and Community Development Commission	General Fund until one or more programs are funded
6. Housing Development Fund	Housing and Community Development	Housing and Community Development Commission	General Fund until one or more programs are funded
7. Conversion controls	Planning Department	Planning Commission	General Fund
IV. Affordable Housing: Legislative Proposals Actions 1 through 6 state and federal legislation to be considered	City Manager	Housing and Community Development Commission	General Fund
V. Affordable Housing: public incentives to private development			
1. Voluntary inclusion and density bonus	Planning Department	Planning Commission	General Fund/ Coastal Commission Fund
2. Mixed commercial-residential use	Planning Department	Planning Commission	General Fund/ Coastal Commission Fund
3. Reduction in parking and density requirements	Planning Department	Planning Commission	General Fund/ Coastal Commission Fund



<u>Policies and Actions</u>	<u>Staff Responsibility</u>	<u>Review and Evaluation</u>	<u>Suggested Funding</u>
4. Senior citizen's housing ordinance amendment	Planning Department	Planning Commission	General Fund/ Coastal Commission Fund
5. Waiving of fees	Planning Department	Planning Commission	General Fund/ Coastal Commission Fund
6. Reservation of public services capacity	Planning Department	Planning Commission	General Fund/ Coastal Commission Fund
7. Master EIR	Planning Department	Planning Commission	General Fund
<b>VI. Adequate and suitable sites assuring variety of type and affordability</b>			
1. Medium and higher density zoning	Planning Department	Planning Commission	General Fund
2. Low and moderate income development in master plans	Planning Department	Planning Commission	General Fund/ Coastal Commission Fund
3. Mobile and modular parks and subdivisions	Planning Department	Planning Commission	General Fund/ Coastal Commission Fund
4. Site suitability criteria	Planning Department	Planning Commission	General Fund
<b>VII. Services and facilities for new development</b>			
1. Community education	Planning Department	Planning Commission	General Fund
2. Job profile	Planning Department	Planning Commission	General Fund
3. Economic Development Administration application	Planning Department	Planning Commission	General Fund
4. Services and facilities estimates	Planning Department	Planning Commission	General Fund



Policies and Actions

Staff Responsibility

Review and Evaluation

Suggested Funding

**VIII. Organization**

1. Areawide Housing Council	Housing and Community Development	Housing and Community Development Commission	State of California Funds
2. Non-profit and limited profit groups	Housing and Community Development	Housing and Community Development Commission	State of California Funds
3. Expansion of city HCD role	Housing and Community Development	Housing and Community Development Commission	State of California Funds

**IX. Equal opportunity**

1. Affirmative fair market programs	Housing and Community Development	Housing and Community Development Commission	General Fund
2. "Open" mobile home parks	Housing and Community Development	Housing and Community Development Commission	General Fund

**X. Review, update and revision**

1. Annual review	Planning Department	Planning Commission	General Fund
2. Series V update	Planning Department	Planning Commission	General Fund
3. Census update	Planning Department	Planning Commission	General Fund
4. Major revision	Planning Department	Planning Commission	General Fund





## II. GOALS, POLICIES AND ACTION PROGRAMS OF THE HOUSING ELEMENT

### A. GOALS

The Housing Element has five major goals. These goals are intended to provide general direction in meeting Carlsbad's two major housing concerns: preserving existing community values and responding to projected growth. The goals of the housing element are:

1. To preserve Carlsbad's unique and desirable character as a coastal community and to maintain high design and environmental quality standards in all new development or redevelopment.
2. To assure that the city's future development provides an adequate diversity of housing, with types, prices, tenures and locations consistent with the age and economic characteristics of present and future residents.
3. To provide affordable housing opportunities in a variety of types and locations to meet the needs of current low and moderate income households and a fair share proportion of future low and moderate income households.
4. To assure that the amount and type of housing development or redevelopment is compatible and convenient with the locations of major facilities and services and in particular with major transportation and transit routes, as well as major employment centers.



5. To assure that all housing, whether market or assisted, is sold or rented in conformance with open housing policies free of discriminatory practices.

## B. POLICIES AND ACTION PROGRAMS

In order to meet the goals outlined above, specific policies and programs are suggested. Ten major policy areas are identified; each relates to a specific set of housing issues and problems. The first two of these policy areas relates to preservation of the existing community, the next five policy areas relate to response to new development, while the final three policies involve organization, equal opportunity and update. Following each of the policies are specific action programs designed to carry out the policy. The city shall use its best efforts to implement these action programs consistent with sound legislative judgment. In implementing this program due consideration will be given to the balance of new and existing housing, available resources, environmental protection and general community welfare.

### Policy I

Preserve the existing character of the city and protect existing residential communities from encroachment of incompatible uses or degradation of environmental quality by establishing "preservation districts" within the city. These districts might correspond to the city's census tracts.

### Actions

1-1 - Monitor signs of early decline within "preservation districts" by conducting frequent spot inspections of housing condition and attempting to make rehabilitation funds available if necessary.



1-2 - Monitor signs of early decline within "preservation districts" by conducting spot inspections of conditions of public and community facilities and services. Conditions should be evaluated for possible inclusion in capital improvement program.

1-3 - Encourage greater involvement from community and neighborhood organizations in the preservation of existing neighborhoods.

1-4 - Distribute public notices of major City developments and plans to community and neighborhood based groups.

1-5 - Preserve where feasible the city's historic houses from demolition or conversion to inappropriate use. (Historic properties are eligible for federal and state funds to carry out rehabilitation; these funds are difficult to obtain and so economic feasibility of maintenance or conversion of historic sites is of prime importance.)

## Policy II

The City should utilize code enforcement and rehabilitation activities to reserve and rehabilitate the housing stock within the Village Area Redevelopment Project.

## Actions

II-1 - Continue the on-going rehabilitation of residences now proceeding in the area with funding from the city's block grant program.





II-2 - Pursue funding through federal and state rehabilitation programs which would allow the city the flexibility to provide rehabilitation assistance to investors, and moderate and middle income owners. Among those programs allowing greater flexibility which could be pursued are: (1) Issuance of Marks-Foran Residential Rehabilitation Bonds, and (2) Application for federal Section 312 loans for the designated area by the Carlsbad Housing and Community Development Commission. Rent maximums allowed on investor owned rehabilitated units would be those established by the Department of Housing and Urban Development for its Section 8 Moderate Rehabilitation Program.

II-3 - Seek to maintain and improve public facilities and services within the Village Area Redevelopment Project. (Funds to come either from additional Community Development Block Grant monies, tax increments, bond issues or general city funds.)

### **Policy III**

**Develop a greater diversity of housing types and programs to meet a significant share of Carlsbad's lower income housing needs; maintain and rehabilitate where necessary the existing stock of lower income housing.**

Carlsbad's five year target goal as estimated in the regional fair share program of January, 1980, is 2,845 households. The city's overall elderly population is about 20 percent or one in five of all households. Using this ratio the following proportionality for assistance goals should be observed:



### Assistance Goals 1980-85

Total households requiring housing assistance (CPO Fair Share, Jan, 1980)	2,845
Elderly households (1 in 5 of city total)	568
Non-elderly family households	2,277

The city may seek referendum authority to meet a portion of elderly goals; all other programs elaborated in this section will give priority to meeting non-elderly goals.

### Actions

III-1 - Pursue those federal and state housing programs which are compatible with the character of the city and can provide the most housing units toward meeting the city's current and projected needs.

III-2 - Continue the existing Section 8 Housing Assistance Program (240 units) seeking revised rents from the Department of Housing and Urban Development consistent with coastal area market prices.

III-3 - Apply to the Department of Housing and Urban Development for an additional 250 units of Section 8 assisted housing to be phased over the five-year time frame of this Housing Element (1980-1985). The allocation of these units between elderly and non-elderly households would be determined by funding priorities of the Department of Housing and Urban Development and the City of Carlsbad Housing and Community Development Commission.



III-4 - Conduct a citywide referendum (preferably at a general election) specifically requesting authority to develop as many as 250 new units of senior citizen housing on scattered sites in Carlsbad. Sites would be possible in any of the city's four geographic quadrants but they should be consistent with site selection criteria outlined under Policy VI (Adequate Sites). Successful referendum will allow the city to explore public housing as development alternative.

III-5 - Contact the California Department of Housing and Community Development to participate through the Carlsbad Housing Authority in the Rental Construction Assistance Program. Funds authorized by state law are now available to local authorities to assist in the development of lower income housing through sale of tax exempt bonds, purchase of rights of occupancy, write-down of land and development costs and operating assistance for qualified units.

III-6 - Establish a Housing Development Fund to assist in land purchase or write down costs for development of lower income housing. Sources of such funds may be state rental construction funds, portions of annual CDBG grant not used for rehabilitation or state or federal contributions to non-profit housing sponsors. In addition, any funds accruing to the city as a result of in-lieu fees for coastal zone new construction will be added to the Housing Development Fund to assist in the development of low and moderate income housing.

III-7 - Condominiums and condominium conversions will constitute a significant part of the city's stock of affordable housing. It is a definite objective and policy of this plan to insure that the design and location of condominium buildings and the quality of the project be reasonably consistent and compatible with other types of separate ownership housing. In order for the





standards for new condominium construction to be valid, it is also necessary to apply the same standards to condominium conversions. In order to insure that all condominiums offered for sale meet the city's goals, the city also wishes to give consideration to the need to reduce and mitigate the impact of conversions on tenants who are forced to relocate. It is the policy of the city to reduce and mitigate these adverse impacts by providing adequate notification procedures and relocation assistance, including requiring the person converting the condominium to make payment toward relocation and moving costs and the city to provide additional counseling, referral and other services to aid the tenants being displaced in finding replacement housing.

#### Policy IV

Give consideration to future action on those federal and state policies and programs designed to increase the supply of moderate income rentals and opportunities for moderate income ownership. The following types of general legislation in support of moderate income housing might be considered.



## Actions

IV-1 - State legislation that would increase renter credit allowable to all households on their state income tax. (Current credit allows \$60.00 for single renter, \$137.00 for married couple or unmarried head of household.)

IV-2 - State legislation to require the California Housing Finance Agency to use the major part of its bonding power to support moderate income rental construction through local authorities.

IV-3 - State legislation setting up loan construction fund for housing development for disabled persons (AB 1045).

IV-4 - Federal legislation that would increase funds available to local government for moderate income rental development and to raise rental limits on existing assistance programs.

IV-5 - Federal legislation to extend and increase interest subsidy programs for moderate income home ownership similar to those now offered by local savings and loans through the Federal Home Loan Bank Board.

IV-6 - State legislation to provide mobilehome resident associations with right of first refusal on purchase of mobilehome parks.

## Policy V

Develop public incentives to assist the private market in providing broader housing opportunities for development of low and moderate income housing.



## Actions

V-1 - The city may develop a voluntary inclusionary and density bonus program which would implement Section 65915 et.seq. of the Government Code. The bonuses and incentives provided pursuant to Section 65915 et.seq. shall be alternative and not additional to the bonus provided in Action V-2 or required or permitted by other housing programs.

Action 2 - The city may develop a voluntary inclusionary and density bonus program allowing a maximum of 20 percent density bonus in exchange for 15 percent of units reserved for low and moderate income rentals; the development may be mixed sale and rental; moderate income rent limits should be equivalent to maximum fair market rents set by Department of Housing and Urban Development for Carlsbad.

V-3 - Consider amending ordinances so that the mixed use of compatible commercial uses with residential units is encouraged particularly in the Village Area Redevelopment Project and in the community centers of newly developed master plan areas. (Compatible commercial uses may include administrative and professional offices, retail uses with pedestrian orientation and some public uses. See Village Area Redevelopment Plan).

V-4 - Consider amending ordinances to allow development of low and moderate income rentals with reduction of normal off-street parking requirements, and increases in allowed density in the downtown area.

V-5 - Consider amending ordinances to extend the provisions of the Senior Citizens Housing Development Ordinance to additional zones besides the R-P zone.





V-6 - Consider amending ordinances to adopt a formula for waiving of facilities, services, or valuation fees or a percentage thereof on development of units qualifying as low and moderate income rentals.

V-7 - Reserve a portion of annual public services allocation capacity for development of units qualifying as low and moderate income rentals.

V-8 - Prepare a citywide Master Environmental Assessment to reduce the time and detail required for individual reviews particularly those applicable to small parcels of land in already developed areas.

V-9 - Encourage preparation of specific plans for residential development on specified sites within the city to obviate need for further environmental review of individual projects within such specific plan areas.

V-10 - The city may adopt programs for rent regulations and resale control to ensure that units developed pursuant to Actions V-1, V-3, V-4, V-5, and V-6 remain available to persons of low and moderate income.

V-11 - In master planned or specific planned areas in which low and moderate income rental units are provided density increases of no more than 50% of the maximum residential density specified in the Land Use Element may be permitted by the City Council.

V-12 - Participation in San Diego Local Area Certification whereby HUD certifies city development codes to cut processing time in VA and FHA programs.

## Policy VI

Assure adequate and suitable sites for development of a variety of housing types and especially to assure affordability.

## Actions

VI-1 - Plan to include sites suitably zoned for medium and higher densities (20 to 30 units per acre) in all new development. (Determination of density and location with individual projects to be negotiated by staff and developers subject to council approval).

VI-2 - Encourage developers to indicate appropriate sites for low and moderate income housing development in master plans.



VI-3 - Encourage the development of suitable sites within the city for manufactured housing including mobile home parks and, mobilehome and modular unit subdivisions and consider zone code amendments for such housing.

VI-4 - Assure suitable sites for a variety of housing types by amending subdivision and zoning ordinances to provide for the establishment of exclusive mobile home zones and to establish criteria for the location of factory built housing on a variety of sites throughout the city. Such ordinances may provide for standards for development and design as well as providing special considerations for low and moderate income and senior citizen residences or projects. Such ordinances may also reduce the impact of the conversion of mobile home parks to other uses by providing for procedures for notices to occupants and adequate assistance for relocation of persons and units.

If the City Council determines it is necessary to protect low and moderate income citizens and senior citizens from being displaced from existing mobile home parks by unreasonable or unjustified rent increases such ordinances may also regulate rents.

VI-5 - Review site suitability using the site selection criteria listed below. Many of the major environmental considerations related to housing development are covered by existing review requirements. The following criteria relate specifically to the location of housing for low and moderate income families and elderly. Evaluate:

- (1) Neighborhood environment including existing land uses and impact of additional housing.
- (2) Transportation-proximity, frequency and destination.
- (3) Pedestrian mobility - walkways, lighting, safety.



- (4) Proximity to medical, recreational and cultural facilities.
- (5) Proximity to community and commercial services.
- (6) Proximity to educational facilities.

#### Policy VII

Plan for the location of major new residential development along transportation and transit lines to assure access to commercial and industrial employment centers; plan for residential development to accommodate anticipated growth, as approved by City Council from available forecasts.

#### Actions

VII-1 - Undertake a community education program within each of the city's four quadrants to acquaint residents with expected growth, availability of services and facilities and possible impacts.

VII-2 - Seek cooperation of major employers in estimating five-year job growth, profile of employees and estimate of housing needs.

VII-3 - Prepare grant application to the Economic Development Administration, Department of Commerce to develop program to evaluate future Carlsbad employment growth in light of housing trends and needs. This program should consider volume, type and location of employment related to housing and public facilities.

VII-4 - Prepare estimate of major service and facility capacity (housing units) for five-year period (1980-1985) and evaluate against agreed upon population forecasts.





## Policy VIII

Actively pursue organizational changes and the development of new organizations to facilitate meeting the city's housing needs.

### Actions

VIII-1 - Attempt to form an areawide Housing Council with other North County cities, and representatives of San Diego County (San Dieguito area), the U.S. Department of Housing and Urban Development, and the California State Department of Housing and Community Development to:

- (1) Coordinate existing and future housing assistance programs for North County,
- (2) Share waiting list information to direct eligible applicants to nearest location,
- (3) Develop common vacancy and counseling services to be shared by all,
- (4) Seek the cooperation of all member jurisdictions of the Housing Council to meet individual fair share needs,
- (5) Consider the development of a public/private coalition to seek passage of local and areawide Article 34 referenda.

VIII-2 - Work with local non-profit and limited profit groups to develop applications for housing development, loan and counseling funds available to such groups through state and federal programs.

VIII-3 - Evaluate expansion of the functions of the city's Housing and Community Development Commission to include municipal finance and land



banking functions. (Community Development Commissions are permitted under California law to expand their functions to allow participation in direct development activity.)

## **Policy IX**

**All housing in the city should be sold or rented, in accordance with the federal and state government's equal opportunity regulations.**

### Actions

IX-1 - Continue and support affirmative fair market programs by builders developing housing in Carlsbad.

IX-2 - Encourage developer/owners of mobilehome parks to operate in conformance with "open" park laws. Report any closed park practices to the San Diego District Attorney's Office.

## **Policy X**

**Periodically review all housing program implementation efforts and update when necessary.**

### Actions

X-1 - The Planning Department should prepare an annual report on implementation of the Housing Element Goals and Policies for Planning Commission and City Council review.



X-2 - Conduct update and evaluation of projections, needs, and goals in Housing Element when Series V Population Forecasts have been adopted by the city.

X-3 - Conduct update and evaluation of housing needs when 1980 census data is available.

X-4 - Conduct major update, evaluation and necessary revisions of the Housing Element in 1985 (five year revision).



### III. IMPLEMENTATION

The preceeding policies and action programs are designed to meet a broad range of housing goals and needs identified in the Housing Element. The design of the program is comprehensive in an attempt to meet both long-range community needs and the state guidelines. However, in order to implement the program, priorities must be set which will concentrate resources on the most immediate needs, make best use of the resources available and in some cases identify the need for additional time, staff or funds.

#### A. PRIORITIES FOR IMPLEMENTATION

The following priority areas reflect the city's most immediate needs as perceived by the Housing Element Review Committee and reviewed and approved by Planning Commission and City Council. This section identifies those priorities and indicates the ability of the city to implement necessary programs. These priorities set the framework for immediate programs over the next two years but are not intended to reduce the importance of the entire comprehensive housing strategy described in Section II.

##### 1. Preserving Housing and Neighborhoods

Major policy and program suggestions of the Housing Element relate to this priority. The City's major efforts in preservation should be committed to concentrated rehabilitation in and around the downtown area. This priority is selected for several reasons: most of the city's deteriorating housing is located in this area, a





major downtown rehabilitation project is already underway and the Housing and Community Development Commission is already empowered to direct public and private resources to the area. Major additional work to be undertaken is the development of additional, more flexible sources of rehabilitation assistance to be used to meet the goals expressed both in the Housing Element and in the Village Area Redevelopment Program. Identifying and developing such sources to be used by the Commission should require no new staff to be added to the combined Housing and Redevelopment staffs. Responsibility: Housing and Community Development Department; time frame 1980-1982; funding \$50,000.

## 2. Adequate Provision of Housing

Major policy and program suggestions of the Housing Element relate to this priority. The city's major efforts in adequate provision should be committed to accepting its fair share allocation of low-income units, applying to HUD for additional Section 8 assisted units, conducting a successful referendum for senior citizen housing and developing senior citizen housing on scattered sites in the city. These priorities are selected for several reasons: there is a pressing need for low-income family and elderly units, pursuing the courses outlined above would more than meet the city's "good faith" goals for its lower income fair share allocation, article 34 referenda for senior citizen housing are usually successful, and with a successful referendum the city would have a wide variety of options open to it as to how to develop the senior citizen housing. Major additional work to be undertaken under this priority is a new Section 8 application, organizing a referendum, and presenting the Housing and Community Development Commission with alternative ways to develop senior citizen housing. This work would require the commitment of one full



time staff person from the Housing Community Development staff for a two-year period. Responsibility: Housing and Community Development Department; time frame 1980-1982, funding \$50,000.

### 3. Achieving Affordability

Major policy and program suggestions of the Housing Element relate to this priority. The city's major efforts in achieving affordability should be continued to developing public incentive programs to foster private development of affordable housing. This priority is selected for several reasons: the projected growth of the city means that private housing development will be at high levels over the next five years, "affordable" housing (above median income, but below current market prices) is needed in the city, demographic and employment projections indicate a growing need for such moderately priced housing in Carlsbad, and public programs whether federal, state or local are unable to meet this type of need. Major additional work to be undertaken under this priority is the development of a voluntary inclusionary zoning and density bonus program which will be attractive to developers and encourage them to provide a small percentage of below market units. Drafting ordinances, establishing the program, acquainting developers with it, tailoring it to their specific needs and working with them to assure its smooth application would involve a major commitment of probably one-half person staff time over a two-year period. In addition, correlating such an ordinance with other suggested changes such as reservation of public facilities capacities will require staff and program commitment. Lastly, significant staff time would be involved in the determination and administration of rent controls.

Responsibility: Planning Department; time frame 1980-1982; funding \$25,000.

A significant staff need may be necessary in the administration of a resale control and/or rent regulation program to insure units developed pursuant to



this program would remain available to low and moderate income persons.

Such a program would require an undetermined amount of time and money.

Responsibility: Housing and Community Development.

4. Balanced Residential Development With Access To Employment, Community Facilities, and Adequate Services

Major policy and program suggestions of the Housing Element relate to this priority. The city's major efforts in balanced development should be committed to obtaining better determinations of future employment growth and siting housing development to assure good access by road and transit. This priority is selected for several reasons: the city is a major industrial center in North County, industrially zoned land is abundant and increased numbers of workers will need to be accommodated with housing and services. Major additional work to be undertaken under this priority is the development of job projection data and its relationship to housing development in Carlsbad. This should require one half time person commitment for one year from the Planning Department. Responsibility: Planning Department; time frame 1980-1982; funding \$12,500.

B. REVIEW AND UPDATE

EIR Review - An Environmental Impact Report on this Housing Element has been prepared and filed with all appropriate agencies in accordance with Title 19 of the Carlsbad Municipal Code and the California Environmental Quality Act.

Public Participation - The Housing Element was developed with the guidance and cooperation of a Citizen's Review Committee appointed by the City Council. This Review Committee met in 12 sessions between May and October, 1979. A final review meeting was held in January, 1980 followed by Planning Commission and City Council Hearings and Workshops in the Spring and Summer of 1980.





Intergovernmental Coordination - Regional data on population and housing forecasts and fair share allocation was utilized from San Diego's Council of Governments, the Comprehensive Planning Organization.

State of California Review - This element has been reviewed by the Department of Housing and Community Development for direction and comment. The Department's comments were incorporated into this element.

Local Review and Update - After adoption by Planning Commission and City Council.

State of California Department of Housing and Community Development, 60 days review time.

San Diego County, A copy will be filed with San Diego County pursuant to development of future Community Development Block Grant Program applications.

City Staff - Carlsbad's Community Development Block Grant submissions will be reviewed to assure conformance with Housing Element Goals and Program.

Comprehensive Planning Organization - Series V Population Forecasts will be considered by Council late in 1980. City staff should review Housing Element projections, allocations and goals when preliminary Series V is available, and when final Series V has been adopted.

Comprehensive Planning Organization - Fair Share Allocations. City staff should monitor any changes in overall allocation for possible changes in Carlsbad's goal figures, or any re-interpretations of the fair share allocations.



Department of Commerce, Bureau of Census - The decennial national census was taken April 1, 1980. Population breakdowns will soon be available. Detailed demographic and housing data will take much longer (18 months). Review of Housing Element projections and goals should take place when the new data is available.

Program Evaluation - Local evaluation of program effectiveness, and implementation of policies and programs with recommendations for change should be conducted annually over the next five years with public hearing before the Housing and Community Development Commission.

Major Revision - A major evaluation and revision of the Housing Element should take place in 1985.



HOUSING ELEMENT  
VOLUME 2: APPENDICES

- Appendix A: Community Profile, Housing Characteristics,  
Needs and Problems
- Appendix B: Constraints to Providing Affordable  
Housing
- Appendix C: Mobile Home Discussion
- Appendix D: Definitions
- Appendix E: Low and Moderate Income Housing; Fair  
Share and Inclusionary Provisions

September 18, 1980 (revised)



**APPENDIX A**

**COMMUNITY PROFILE: HOUSING CHARACTERISTICS, NEEDS AND PROBLEMS**





## COMMUNITY PROFILE: HOUSING CHARACTERISTICS, NEEDS, AND PROBLEMS

### A. BACKGROUND

A primary task of the Housing Element involves an evaluation of housing problems and needs in Carlsbad. Housing needs exist to the extent that the present or prospective housing supply falls short of providing all economic segments of the community with decent housing. This section presents an overview of the city's existing housing supply, including an inventory of number and types of dwelling units, age and condition of units, tenure, vacancy rates, and household and population characteristics. This section also contains an assessment of unmet housing needs, as well as a narrative description of the city's major housing problems.

#### 1. Geographical Area and Subareas

Carlsbad is a coastal city of nearly 35,000 population in north San Diego County. The city incorporated in 1952; it is located 90 miles south of Los Angeles and 35 miles north of San Diego. The city is bounded on the north by Buena Vista Lagoon, east-west Highway 78 and the City of (Vista) Oceanside; on the east by the City of (Oceanside) Vista and unincorporated San Diego County; on the south by unincorporated San Diego County and Batiquitos Lagoon, and on the west by the Pacific Ocean. Geography and development patterns make possible a sub-area division of the city into quadrants. The dividing sectors are Palomar Airport Road (east and west) and El Camino Real (north and south). Following is a geographical description of these quadrants and census tract numbers. References are made throughout this report to these quadrants.



- a. Northwest quadrant - the older, more dense section of the city, generally west of El Camino Real and north of Agua Hedionda Lagoon; Census Tracts: 178.01, 178.03, 179., 180.
- b. Northeast quadrant - newer developing section east of El Camino Real to the city boundaries on the north and east; Census Tract 198.
- c. Southwest quadrant - some older development but still developing area west of El Camino Real; Census Tract: 178.04, 178.05.
- d. Southeast quadrant - developed and still developing, generally known as La Costa; Census Tract 200.03.

The accompanying maps show Carlsbad's geographical position within the San Diego region and the city's boundaries.

## 2. Population and Household Characteristics

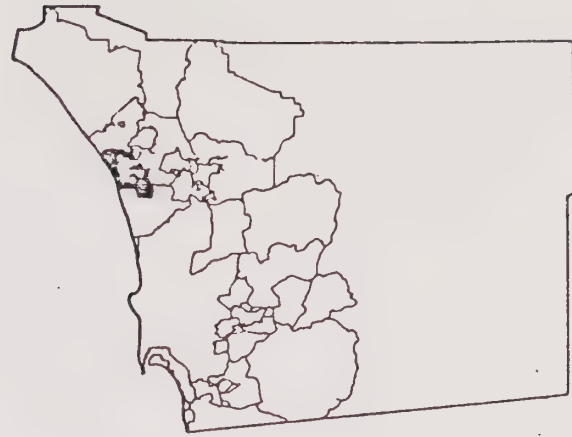
In early 1979, the State Department of Finance estimated a population of 32,100 for the City of Carlsbad. Carlsbad's population has more than doubled since 1970 and the rate of growth has accelerated since 1975. It was the seventh fastest growing city in California in 1978 among cities less than 50,000. The following table summarizes current population characteristics, and current housing unit estimates:











## City of **CARLSBAD**

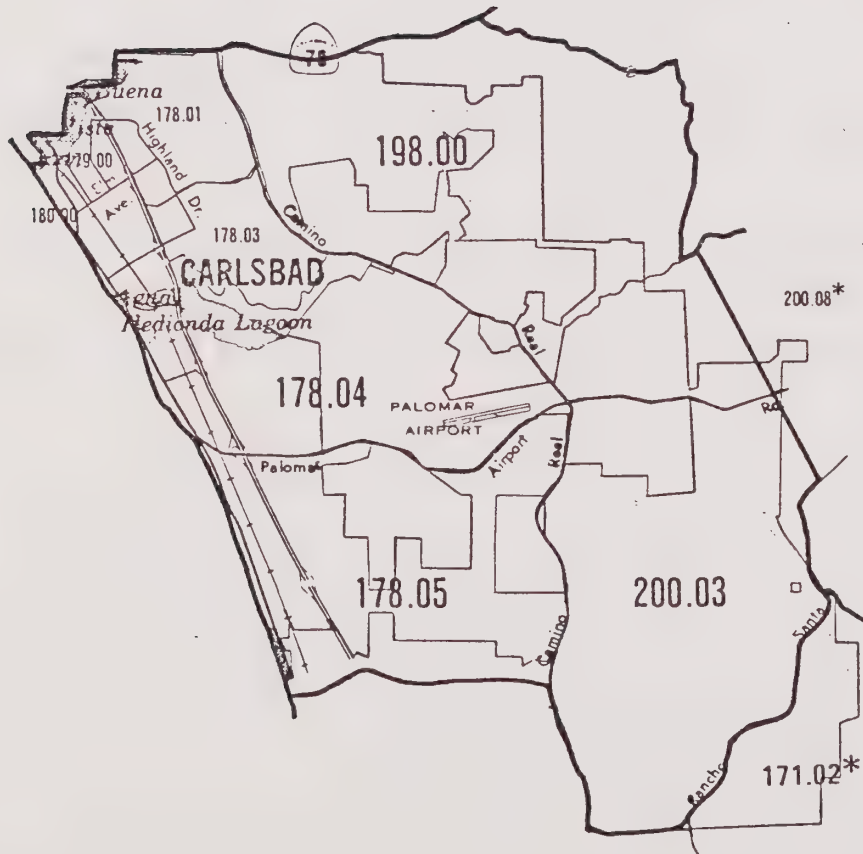


Figure 2

\*CENSUS TRACT EXTENDS BEYOND CITY BOUNDARY



Table 1

Population and Housing Unit Characteristics - 1979

Total population	32,110
Household population	31,881
Non-household population (group quarters)	229
Total number of households	<u>12,086</u> (13,281)

Table 1

(added after Planning Commission and HCD Review)

Population and Housing Unit Characteristics 1979

Total population	32,110	Total housing units	13,281
Household population	31,881	Single family	8,044
Non-hshld. population	229	Multifamily	4,169
Total households	12,086	Mobile homes	1,068
		Vacant	1,195*

\*Explanation and changes in vacancy data are addressed later in this section.

Source: State of California, Department of Finance Estimate, 1979

Carlsbad is a predominantly white, young and middle class community. The 1975 California Census indicates that 85 percent of the city's population is white while Mexican-Americans constitute the largest minority group, 9.25 percent of total population. All other minorities represented about three percent of the city's population. In 1975, 11 percent of the city's population was over 65. The city's 1975 median household income (\$12,727) was the third highest in San Diego County surpassed only by the smaller coastal communities of Del Mar and Coronado.



The following table summarizes household characteristics in Carlsbad for 1975. The accompanying commentary updates and elaborates on the data.

Table 2  
Household Characteristics - 1975 Census

	<u>Number</u>	<u>Percentage</u>
Total households	7,071	
Average household size	2.71	
Ethnic household - Mexican-American	486	6.8
Ethnic household - others	200	2.8
Households over 65	1,354	19.1
Female headed households	1,370	19.3
(Households with income below \$10,000	1,564	22.2)
(Household with income \$10,000-19,999	1,461	20.7)
(Households with income over \$20,000	994	14.0)
(Households income unknown	3,052	43.1)
(delete, too outdated, Planning Commission and HCD Review)		

a. Household Size

Number of persons per household has shown a slow but steady decline over the past decade. Estimated 1979 average household size for Carlsbad is 2.65. This steady decline reflects trends towards fewer children per family, more one-person households, and the growing elderly population consisting of one and two person households.



b. Ethnic Households

Carlsbad's major ethnic group is Mexican-American which comprises about ten percent of total population and nearly seven percent of all households. These Mexican-American households are almost exclusively concentrated in the city's older northwest quadrant and in particular in Census Tract 179, the downtown area. (See Figure 2, page A-4)

c. Other Ethnic Households

Other ethnic households comprise less than three percent of the city's total households and are located throughout the city.

d. Households Over 65

Almost one in five of the city's households are elderly, over 65. Elderly households are dispersed throughout the city with the exception of the southeast quadrant (La Costa). (Elderly) Senior Citizen households are the largest group in the city's major mobile home parks.

e. Female Headed Households

Nearly one-third of the female headed households are elderly (over 65) but there is no apparent geographical concentration of such households within the city.





f. Household Income

The utility of the 1975 census income data is extremely limited because of the high rate of "no response" to income questions (43 percent of all households failed to answer this question in Carlsbad in 1975; this percentage was similar to other San Diego County communities). (The census indicates, however, that about 22 percent of the city's households could be classified lower income by 1975 standards; these lower income households were highly correlated with the city's minority and elderly households and located in all quadrants of the city except the southeast, La Costa.)

(In addition, the income estimates are now extremely dated. Estimates of 1979 income by the California Coastal Commission indicate a median household income of \$13,410 for Carlsbad. This estimate excludes non-coastal portions of the City and is probably artificially low. Median income in 1979 in the San Diego area is estimated at \$16,800. There is no indication in any of these figures what the percentage of households in the low-income category might be. Such estimates will be available after analysis of the 1980 census. Those households in the lower income category in the 1975 Census were highly correlated with the City's minority and elderly households and located in all quadrants of the City except the southeast, La Costa.) (delete)



The following table summarizes current income and rent estimates.

Table 3

(Added after Planning Commission and HCD Review)

Income and Rent Estimates-1979-Carlsbad and San Diego County

<u>Income Estimates</u>		<u>Rent 25% of Monthly Income</u>
Median	\$16,835	\$350
Low income 80% median	\$13,428	\$280
Moderate income 120% median	\$202,202	\$421-\$589*

\*The generally accepted "affordability standard" for low income households is 25 percent of monthly income. At higher incomes "affordability" may be extended beyond the 25 percent standard and here includes 25 to 35 percent range for moderate income.

Source: U.S. Department of Housing and Urban Development, July, 1979.

g. Housing Unit Characteristics

In 1979 Carlsbad's housing stock of approximately 13,281 units is almost uniformly in good condition, contains a variety of types and provides the city with its predominantly single family, small-scale residential character. The following table summarizes the current housing inventory.



Table 4 (3)  
Housing Unit Inventory - 1979

	<u>Number</u>	<u>Percentage</u>
Total units	13,281	
Single family	8,044	60.6
Multi-family	4,169	31.4
Mobile homes	1,068	8.0

h. Development Patterns

In 1979 the predominant residential use in Carlsbad is still the single-family house. In 1970 about two thirds of all the city's housing units were single-family. Multi-family development of the last decade has remained mostly small scale. In 1979, a third of all multi-family units in Carlsbad were in structures of four or fewer units. The major change in the city's pattern of development in the last decade has been growth of the condominium unit. In 1970 the city had fewer than ten condominiums; by 1979 about 20 percent of the city's housing stock (2,600 units) were condominiums. Most of the city's condominiums are classified under the multi-family housing totals. Geographically, the single-family development pattern is predominant in all quadrants except the older northwest section where development is predominantly multi-family. Most of the city's mobile home development is in the northeast and southwest quadrants with some minor mobile home development in the northwest quadrant but none in La Costa.





i. Homeownership Patterns

Since 1970, the percentage of households owning their homes has dropped from 53 percent to 43 percent of all households. The regional total for homeownership has dropped from 53 percent to 49 percent. All of the region's coastal communities have had precipitous drops in homeownership rates in the last decade. (See Housing Problems pages A17-18 for more complete discussion of homeownership patterns.)

Revised after Planning Commission meeting 3/5/80

j. Occupancy/Vacancy

(The latest available vacancy estimates (1979 San Diego County estimates) show a vacancy rate of 9.8 percent in Carlsbad, about twice the regional average of 4.6 percent. This high vacancy rate is misleading, however, since it includes seasonal homes, as well as units already sold or rented but awaiting occupancy. In early 1979, the large number of completions in the city meant the addition of many new units to the stock, most of which were sold but unoccupied. Most of this new construction was in the La Costa area. Data from realtors and mobile home park managers indicates low vacancy rates (under four percent) in the remainder of the city.)

Typical vacancy surveys are often misleading since they combine vacancies of all types. In May 1979 the Federal Home Loan Bank of San Francisco published vacancy data by various categories for the San Diego Region and individual cities. The following table summarizes that survey for Carlsbad.



Table 5 (4)

Vacancy by Category, 1979

<u>Total Units</u>	<u>Used</u>		<u>New</u>		<u>Under Construction</u>	
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
14,935	367	2.5	317	2.1	680	4.6
<u>Single Family</u>						
9,006	111	1.2	251	2.8	447	5.0
<u>Multi-Family</u>						
4,743	254	5.4	64	1.3	233	4.2
<u>Mobile Homes</u>						
1,186	2	.2	-	-	-	-

Vacancy rates below five percent have typically been regarded by public and private sources as low. Low vacancy rates may mean lack of choice and escalating rents. Carlsbad's mobile home vacancy was one of the County's lowest. Other rates while low were similar to other North County areas. North County vacancy rates averaged about one percent above rates in central and southern areas of the County.



k. Age, Condition and Overcrowding of the Housing Stock

The city's housing stock is almost uniformly of recent construction and in good condition. The following table summarizes the city's housing stock by age:

Table 6 (5)  
Housing Stock by Age

	<u>Units</u>	<u>% of Total</u>
Built prior to 1940	587	4.4
Built 1940-49	694	5.2
Built 1950-59	1,518	11.5
Built 1960-69	2,665	20.0
Built since 1970	<u>7,817</u>	<u>58.9</u>
TOTAL	13,281	100.0

Less than ten percent of the city's stock was constructed before 1950, almost all of this located in the city's northwest quadrant, specifically census tracts 179 and 180. (See Figure 2, page A-4 for location.)

Census information from 1975 indicates 325 deteriorated or dilapidated units in the city (about 2.4 percent of the city's stock). Most of these units (200) are found in the area around the downtown, census tract 179 and correlate highly with the oldest housing in the city. The remainder of the substandard units are also found in the city's northwest quadrant in the census tracts to the west (CT 180) and the east (178.01) of the downtown.



There is no recent data on overcrowding, defined as more than 1.01 persons per room excluding bathrooms and kitchens. At the time of the 1970 census, there were 392 housing units in the city which would be classified as "overcrowded". About two-thirds of the overcrowded units were located in the downtown area (CT 179) while the remainder were also in the city's northwest quadrant in census tracts to the west and east of the downtown (CT 180, CT 178.01).

1. Potential Housing Units: Land Availability and Development Trends

The city's existing general plan indicates specifically areas of future residential development and possible redevelopment. More than half the city's land (13,660 acres) is zoned for residential use. About three-fourths of this acreage remains vacant. About ten percent of available acreage is zoned for densities of ten to 30 units per acre. Available residential zoning at allowable densities could supply the city with an estimated additional 66,000 housing units from now into the future. (Land Use Element; Carlsbad General Plan) (Estimate obtained by using projected densities in Land Use Element.)

The city's recent development has been limited by availability of sewer capacity. Even with a strict allocation system, more than 6,000 housing units have been produced in the city since 1975, about 1,500 unit annual average. The major portion of these units were developed in the first half of the 1975-1980 period before the imposition of sewer capacity allocations. Available projections to 1985 indicate an increase of about 4,000 units. However, like the previous projections of growth from 1975 to 1980, this is probably an understatement of demand and the





city's ability to accommodate it. A more realistic estimate of short-term development (1980 to 1985) would be about 7,500 units or 1,500 per year as evidenced in the 1975 through 1979 period.

## B. HOUSING NEEDS AND PROBLEMS

In order to develop strategies and programs to ensure that all economic segments of the community are provided adequate housing opportunities, the community's housing needs and problems must be accurately assessed. The previous section presented an overview of the community's housing and population characteristics and discussed potential problem areas. This section attempts to quantify the city's housing needs and to discuss specific problems to establish a basis for the goals, policies and programs of this housing element.

### 1. Unmet Housing Needs 1980-1985

Unmet housing needs may be divided into two categories: existing unmet needs and projected unmet needs. Together they form a housing needs estimate for the next five-year period.

### 2. Immediate Housing Need

Immediate housing needs consists of the sum of those lower income households paying more than 25 percent of income for housing, and the total of substandard units in the community. Both those calculations are available from the 1975 California Census and are summarized in the following table.



Table 7 (6)

## Immediate Lower Income Housing Needs

Low income households (80 percent or less of median income paying more than 25 percent of income for housing)	569
Housing deficiencies (includes units which need to be rehabilitated or demolished)	<u>325</u>
TOTAL Immediate Unmet Need	894

Unmet housing need is about equally divided between elderly and family households, with most family households consisting of five or more members. Geographic location of families with unmet housing needs is the central area around the downtown (CT 179) while elderly need households are distributed in three of the city's four quadrants (the southeast quadrant being the exception). (The above estimate may contain some double-counting and thus overstate needs. However, it is assumed that units with housing deficiencies carry the lowest rents and, therefore, would not be counted in the overpayment category.)

(Delete Sections numbered 3 and 4 below)

(3. Future or Projected Housing Needs 1980-1985)

Future housing need is a function of Carlsbad's share of future regional growth. Current available regional projections (Series IV Population Forecasts, CPO) estimate that Carlsbad will grow by about 4,000 households between now and 1985. Of these approximately 4,000 new households the lower income portion (those families requiring some assistance) is estimated to be about 770. Approximately



1,056 of these 4,000 households are estimated to be median and moderate income households defined as those above the standards for housing assistance, but still unable to afford typical market rate housing. These two estimates were derived from a seven factor formula which estimates population, housing and employment growth factors for the region and each of its cities.

It is assumed that the remaining 2,174 households would be middle and upper income and able to afford most market housing. While this latter group is well beyond the scope of government assistance programs, they constitute a large portion of the "demand for housing" over the next five years and must be provided for in local housing programs. The following table summarizes the total demand and need figures for Carlsbad (these estimates are based on currently available regional projections, Series IV Population Forecasts). New estimates will need to be made when Series V Population Forecasts are adopted.

Table 7  
Housing Demand and Housing Need 1980-1985

Market demand households (middle and upper income)	2,174	54.4
Median and moderate income households (80 to 120 percent median income)	1,056	26.4
Lower income households (less than 80 percent of median income)	<u>770</u>	<u>19.2</u>
TOTAL	4,000	100.0





#### 4. Fair Share Allocation

Several attempts have been made by the Comprehensive Planning Organization to estimate regional housing needs and to allocate those needs to jurisdictions within the region. The most recent formula estimates 1980-1985 regional housing needs to be 38,871 units. Carlsbad's share of this need based on housing and employment factors is 825 units (that allocation plan was adopted by the Carlsbad City Council in December, 1979). This allocation plan relates only to lower income unit need i.e. households with incomes less than 80 percent of median. Programs directed toward meeting this level of need would be almost entirely government assisted. The estimate of lower income need for Carlsbad is consistent with census and other data indicating the city's need for assisted housing. The allocation plan does not, however, relate to the important issue of "affordable housing" (a major task of the Housing Element) i.e. housing for median and moderate income families beyond the levels of government assistance programs, but unable to afford market rate housing. Table 7 of this section provides these estimates for Carlsbad and much of the program section of this Housing Element relates to providing affordable housing opportunities. An alternate formula projecting much higher total and local needs has been developed in response to directives by the California Department of Housing and Community Development. That formula is now being discussed locally.)

#### 3. Population Growth, Fair Share Allocation and Housing Needs 1980-1985

Future housing need is a function of Carlsbad's share of future regional growth. Latest available regional growth projections (CPO, Preliminary Growth Forecasts, Series U) estimate Carlsbad's 1980-1985 growth as follows:



Table 8  
Growth Projections, 1980-1985 - Carlsbad

	<u>Population</u>	<u>Households</u>
Current (1979)	32,100	12,100
Projection (1985)	51,100	20,700

Carlsbad is projected to grow by about 8,600 households by 1985.

4. Fair Share Allocation: Lower Income Housing Needs

In early 1980, a region-wide summary of "lower income households requiring assistance" was developed and circulated by the Comprehensive Planning Organization. In that report lower income households are defined as those which meet federal income requirements for housing assistance and pay more than 25 percent of their income for rent. The report includes estimates of existing and projected household needs. The following table summarizes the total regional need and Carlsbad's "fair share".



Table 9

Lower Income Household Needs - 1980-1985

	<u>Current</u>	<u>Growth</u>	<u>Total</u>
San Diego Region	109,738	29,158	138,896
Carlsbad	2,117	728	2,845
Carlsbad need as % of regional total	1.9	2.5	2.0

This estimate of 2,845 lower income households will be about 12.5 percent of the city's total households in 1985 according to available projections (Series V). It is unlikely that this region or individual cities would meet 100 percent of estimated need over the next five-year period. However, Section II of this Housing Element, Goals, Policies and Action Programs outlines an overall strategy by which Carlsbad can utilize available resources and opportunities to the fullest extent possible in addressing these needs.

C. HOUSING PROBLEMS

Following is a discussion of housing problems and their extent and effects in Carlsbad.

1. Inflation of Housing Prices and Rents

In October 1979, a survey by the San Diego Chamber of Commerce reported that the average price of an existing single-family home in San Diego County was \$106,400. On an annual basis, this reflects a 16.4 percent increase over the



previous year. The region's highest annual increases were in North County. Communities with the highest annual increases from 1978 to 1979 were Del Mar, 41 percent; Rancho Santa Fe, 33 percent; (and) Carlsbad, 31 percent; Oceanside recorded a 29 percent increase and San Marcos a 25 percent increase. While this survey covers only a limited number of units, it is an indication of the rapid escalation of housing prices, in many cases three and four times greater than the general inflation rate. Because of its location, Carlsbad is strongly affected by the region's two major growth and inflation pressures: northward development and coastal location.

While costs of all housing continue to escalate, Carlsbad still contains a range of housing prices and rents with representation below the regional averages. The following table summarizes the range of prices and rents available in Carlsbad in mid-1979. (Data gathered from real estate listings and newspaper advertising, June through September, 1979.)

Table 1 (8)

Range of Prices and Rents: Carlsbad - 1979

	<u>Low</u>	<u>High</u>	
New condominiums	\$68,950	\$114,900	+
New single-family homes	66,250	152,500	+
Existing homes	59,500	200,000	+
1 bedroom apartment	195	375	+
2 bedroom apartment	230	450	+
3 bedroom apartment	315	700	+
Mobile home space rentals	<u>185</u>	<u>400</u>	+





In late 1979, the County Assessor's Office reported that the median price of single family sales in Carlsbad was \$110,000, up from \$84,000 in 1978.

## 2. Pressures on the Existing Rental Supply

Renter households are increasing. Major reasons for this trend are high housing prices and the growing number of smaller households (the elderly and young single people). At the same time actual rental construction is declining. Since 1970, about twice as many single-family units as multi-family units were developed in Carlsbad. Of the nearly 3,000 multi-family units completed in Carlsbad since 1970, it is estimated that about 60 percent or 1,800 were condominiums and 40 percent or 1,200 units built for rental. (In 1979 about 20 percent of all housing units in Carlsbad were condominiums.) Further pressure on the existing rental supply comes as a result of potential conversion of existing rental units to condominiums or cooperatives.

The decline in rental supply and the growth in rental households has meant much of the single-family and condominium stock is rented. The following table summarizes rental rates in all types of units in Carlsbad:



Table 2 (9)

## Rental Rates by Type of Unit

<u>Type of Unit</u>	<u>Percent Rented</u>
Single family	30.2
Condominium	71.5
Duplex	82.3
Multiple 2-4	94.5
Multiple 5+	100.0

Assessor's Property Information System for Cities,  
San Diego County, May 1978.

### 3. Decline in Homeownership

There are several explanations for the decline in homeownership, the simplest of which is the escalating cost of homeownership which limits it to fewer households. Another explanation is the changing demographic composition of both Carlsbad and the rest of the region, i.e., more older and younger households, more households without children, all groups which tend to rent more than own. Homeownership rates remain high in many sections of Carlsbad but are particularly low in and around the downtown area. (and in the older north coast.) The following table summarizes changes in homeownership rates in various parts of Carlsbad over the last decade:



Table 3 (10)

## Homeownership Rates by Area 1970-1979

<u>Area</u>	<u>1970 % Homeowners</u>	<u>1979 % Homeowners</u>
Northwest		
CT 178.01	77.8	65.6
CT 179.00 downtown	31.5	20.0
CT 180.00 (coast)	23.8	13.4
Southwest	76.7	64.8
Northeast	73.7	65.4
Southeast (La Costa)	41.7	53.7

Assessor's Property Information System, San Diego County,  
October, 1978 and La Costa Special Census, City of Carlsbad,  
March, 1978.

#### 4. Problems of Mobile Home Development

Carlsbad has five major mobile home parks and nearly 1,200 spaces. The two major problems with the mobile home for the consumer are its increasing cost and its treatment as a non-permanent use. In the past, much mobile home development has provided an opportunity for moderate income housing. However, with increasing costs of coaches, high financing and increases in space rentals, the average monthly cost is over \$400.00 (see Blue Ribbon Mobile Home Report, San Diego County) well beyond lower income limits. The second problem for the mobile home use is its treatment as non-permanent housing. Approved by conditional use permit, mobile home parks face the problem of phase out when a higher yield use presents itself. While such "change of use" does not seem an





imminent danger in Carlsbad, other parks in the San Diego area are now confronting that issue.

Because mobile home owners pay taxes on their vehicles to the state (Department of Motor Vehicles), local officials and the public have often viewed mobile home development as a drain on local revenues. In some cases, this may have been true depending on the facilities and services which local government provided to specific mobile home development. (Recent state legislation, however, eliminates the potential of revenue loss because of the mobile home taxation system. SB 1004 passed in the last session of the state legislation provides that all mobile homes sold after July 1, 1980 will be taxed as real property in the county in which they are located.)

Added after Planning Commission Review 3/5/80

Recently passed (SB 1004) and pending (SB 1422) state legislation provide that mobile homes sold after July 1, 1980 will under certain circumstances be taxed as real property by County Assessors. While the intent of SB 1004 is clear, difficult problems of interpretation concerning "proper installation", "permanent foundation" and "local inspection" of mobile homes remain.

Currently, Carlsbad is developing a mobile home overlay zone for future application. The Housing Element Review Committee, in reviewing the mobile home issue in Carlsbad, reached the following conclusions. The City should:



1. Recognize fully the importance of the mobile home as a source of housing for many residents.
2. Indicate clearly that whatever programs are developed or incentives offered to promote "affordable" housing will be equally applied to mobile home development.
3. Indicate that any site guidelines to low or moderate income housing in general could include mobile home development as well.
4. Any density bonuses developed or recommended could be considered to apply to mobile home development.
5. Indicate that while "exclusive" mobile home designations may not be indicated, there will be no discrimination against the use in general.
6. Indicate encouragement for development of mobile home subdivisions and/or PRD's so as to gradually eliminate "change of use" danger.
7. Indicate support for "open parks" in Carlsbad and intention of City to report non-compliance with "open park" laws.

The Committee's entire discussion of this topic is summarized in Appendix C of this document.



## 5. Problems of Deteriorated Housing and Mixed Uses

Like most cities Carlsbad has an older stock of housing some of which is in poor condition. The city's housing needs related to poor condition, inappropriate uses and deteriorating neighborhoods is confined to the area around downtown, Census Tract 179. This is also the target area for the City's rehabilitation and redevelopment program. Of the approximate 350 dwelling units classified as dilapidated or deteriorating in the city, about 200 are in this area; the remainder are scattered. These 200 units constitute about ten percent of the housing stock in this area.

In addition to deteriorating stock, the encroachment of some non-residential uses have caused further deterioration. While mixed use is often compatible with and even advantageous to housing, certain types of industrial or public facility uses fragment the neighborhood and destroy values which promote sound housing. Certain zoning categories in the area which allow some uses not compatible with residential values must be re-examined in light of their effect on the area's future for housing. Some of these problems are currently being examined by the Village Area Redevelopment Committee. (A site map of the Carlsbad Village Area follows this discussion.)







PACIFIC OCEAN



CARLSBAD VILLAGE AREA BOUNDARY MAP





(Changes added after La Costa Review and April, 1980 Survey in La Costa)

#### D. COMMUNITY PROFILE - LA COSTA

The city's southeast quadrant, mainly encompassing the La Costa area (CT 200.03) has developed largely since 1970. Because of its recent development, the area exhibits many community characteristics in sharp contrast with the rest of the city. The following discussion and tables summarize those characteristics (Source: La Costa Special Census, City of Carlsbad, 1978), and a survey conducted by the La Costa Land Company in April, 1980.

##### 1. Area Boundaries

The southeast quadrant of the city, the incorporated area south of Palomar Airport Road and east of El Camino Real is generally referred to as La Costa. Some of the development in this area is, (however,) not and never was a part of the La Costa ownership. (Ponderosa, Chaparral and Mola projects.) The community profile summarized here refers to the entire southeast quadrant regardless of original ownership pattern or development.

##### 2. Population and Household Characteristics

La Costa has developed as an affluent community with very low percentages of elderly or minority families. In 1978 there were 1,556 households in La Costa with a total population of 4,037, about 2.59 persons per household. Only about five percent of the community's total population was over 65; about 5.5 percent of the



population was minority status. Based on the April 1980 survey, there were approximately 3,500 households in La Costa with a total population of about 9,065 persons (using the 2.59 persons per household formula of the 1978 special census.

About one-third of the area's households did not answer the income question in the 1978 Special Census. Of the approximately 1,000 households responding, however, 42 percent reported annual incomes in excess of \$30,000.

### 3. Housing Unit Characteristics

The following table summarizes the growth pattern in La Costa in the last decade:

Table 1  
Housing Unit Growth - La Costa

Year:	<u>1970</u>		<u>1978</u>		<u>1980 (survey)</u>	
		<u>Percent</u>		<u>Percent</u>		<u>Percent</u>
Total units	271		2,901		4,366	
Single family	171	63.1	1,595	54.9	2,852	65.4
Multi-family	100	36.9	1,300	44.8	1,514	34.6
Mobile homes						

### 4. Vacancy Rates

Housing surveys have consistently shown high vacancy rates in La Costa. The following table summarizes the 1978 findings on vacancy:

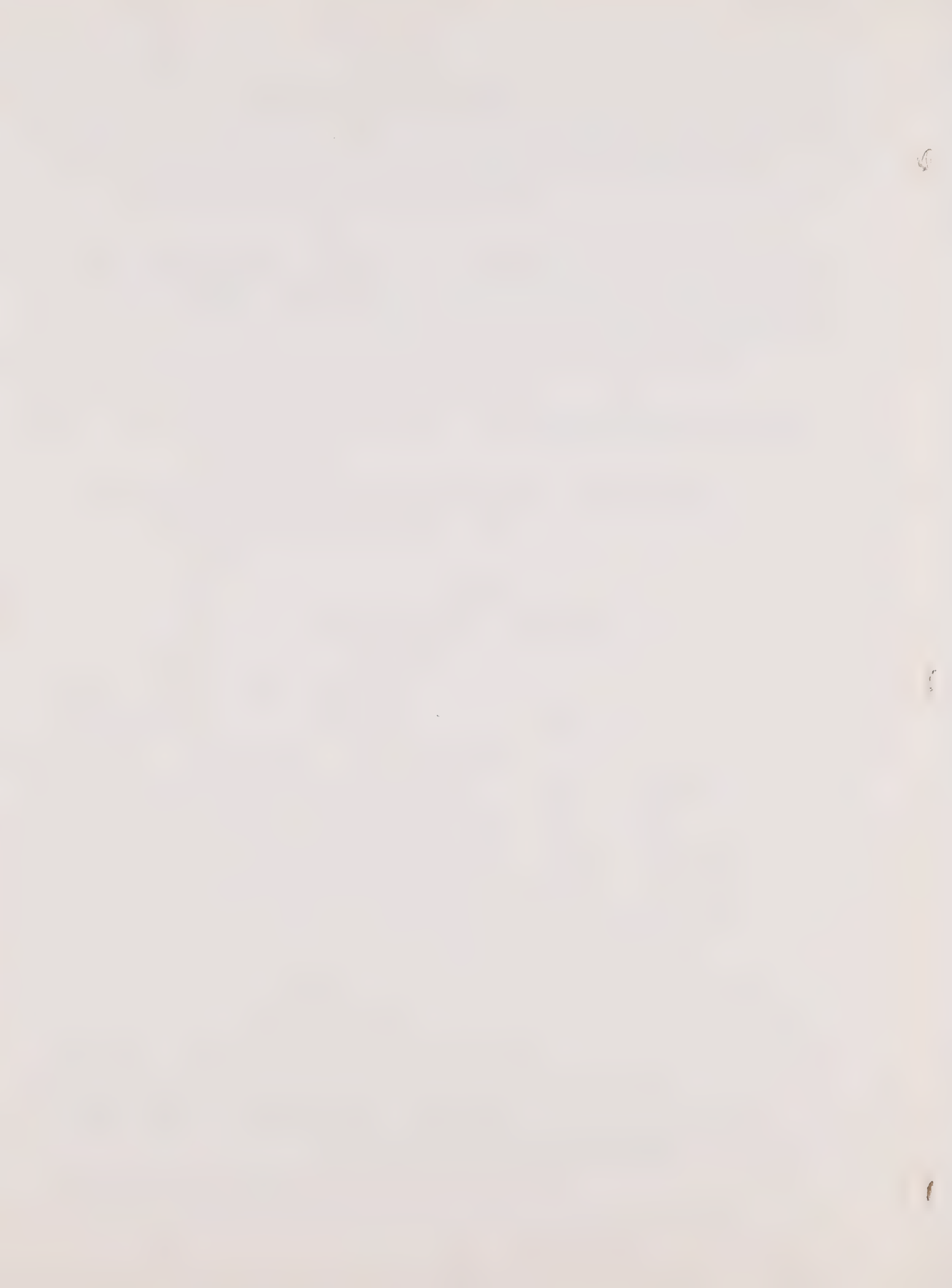


Table 2

## Vacancy - La Costa

	<u>1978</u>	<u>1980 survey</u>
Total units	2,901	4,366
Vacant Units	1,342	788
% Vacant	46.3	17.8

This high 1978 vacancy rate is misleading and can be explained by the large number of units under construction, only recently completed or used as resort homes. Table 2 shows the change over two years. The following table summarizes vacancy change by category:

Table 3

## Categories of Vacancy - La Costa

	<u>1978</u>	<u>Percent</u>	<u>1980 survey</u>	<u>Percent</u>
Total vacant units	1,342		778	
Under construction	220	16.5	194	24.9
For sale	466	34.7	100 (est)	12.9
For rent	65	4.8	45 (est)	5.8
Resort or seasonal home	510	38.0	439 (est)	56.4
Unknown	81	6.0	-	-

While technically vacant, a large percentage of these units are not actually available: those under construction and those held as second homes. Actual vacancy rate (for sale and for rent units) would be 18.3 percent of the total stock





of La Costa. It is worthy of note that units available for rent constitute only about (less than) five percent of the La Costa stock.

##### 5. Homeownership

In 1970 there were fewer than 300 units in the La Costa area; 42 percent of those were owner occupied. By 1977 with more than 2,000 units only 28 percent of all units were owner occupied. The low ownership rates reported by the County Assessor's office in 1977 can be explained by the high multi-family construction rate and the number of units used as second homes. The 1978 Carlsbad survey in La Costa indicates the homeownership rate to have risen to about 53 percent. This reversal can be explained by more single-family construction after 1977 and fewer units used as resort or second homes. The April 1980 figures for homeownership have not been determined, but they appear to support the significant increase in homeownership rates in the community.



**APPENDIX B**  
**CONSTRAINTS TO PROVIDING "AFFORDABLE" HOUSING**  
**MARKET AND GOVERNMENTAL**



## CONSTRAINTS TO PROVIDING "AFFORDABLE" HOUSING:

### MARKET AND GOVERNMENTAL

#### A. INTRODUCTION

During the last decade the San Diego area has consistently been among the top five metropolitan areas in the nation in the annual production of housing units. While the capacity of the local construction industry is formidable, economic, market and governmental trends of the 1970's have resulted in an inability to produce enough "affordable" units and a reduction of housing opportunities for many sectors of the population. The constraints which restrict housing opportunity are both public and private, and the two are closely related. Even the direct costs of producing housing, such as land, construction and financing costs, cannot simply be labeled "private" because of the central role government policies play in market decisions at both the national and local level. However, for purposes of discussion and organization the important constraints to broader housing opportunity have been divided into market and governmental categories.

#### B. MARKET CONSTRAINTS TO "AFFORDABLE" HOUSING

##### 1. General Inflation and Particularly Housing Inflation

For the year 1978 the Consumer Price Index for the San Diego area rose 12.4 percent. This was the highest overall increase in the nation. The following table illustrates the comparison with other areas:



Table 1

Percent Increase in Cost of Living  
All Items - 1978

United States Average	9.0
Los Angeles, Long Beach, Anaheim	8.3
San Diego	12.4

Source: Consumer Price Index, Bureau of Labor Statistics,  
Department of Commerce, 1978

The most striking difference between San Diego and other areas is in housing expenses compared as follows:

Table 2

Percent Increase in Housing Costs, 1978

	<u>U.S. Average</u>	<u>L.A. - Long Beach</u>	<u>San Diego</u>
Rent	7.3	9.1	9.4
Home ownership	12.9	9.9	19.3
Gas & electricity	7.0	6.2	8.1

Source: Consumer Price Index, Bureau of Labor Statistics,  
Department of Labor, 1978

## 2. Land Costs for Residential Development

In the last 30 years, cost of land has risen more rapidly than any other component of the total housing product. The following table illustrates this trend:





Table 3

Cost Components of the Average Single Family Home

1949 - 1977: % of Total

	<u>Land and Development</u>	<u>Construction</u>	<u>Overhead &amp; Profit</u>	<u>Financing</u>
1949	11.0	69.0	15.0	5.0
1969	21.4	54.6	17.0	7.0
1974	24.6	48.4	17.0	10.0
1977	25.0	46.7	17.5	10.8

Source: Professional Builder, March, 1978.

In Southern California, land costs are increasing more rapidly than the national average. The Construction Industry Federation of San Diego County estimates that land costs in San Diego comprise about 35 percent of total housing cost and up to 50 percent in very desirable areas.

In San Diego County there is a wide variation in cost of residentially zoned land. These variations can be explained by several factors such as accessibility of the area to employment, shopping, and amenities and availability and quality of services. Statistics available from the San Diego County Assessor's Office provide a quantification of these variations. These statistics reflect costs of undeveloped residential land per acre. The following table summarizes these costs around the County.

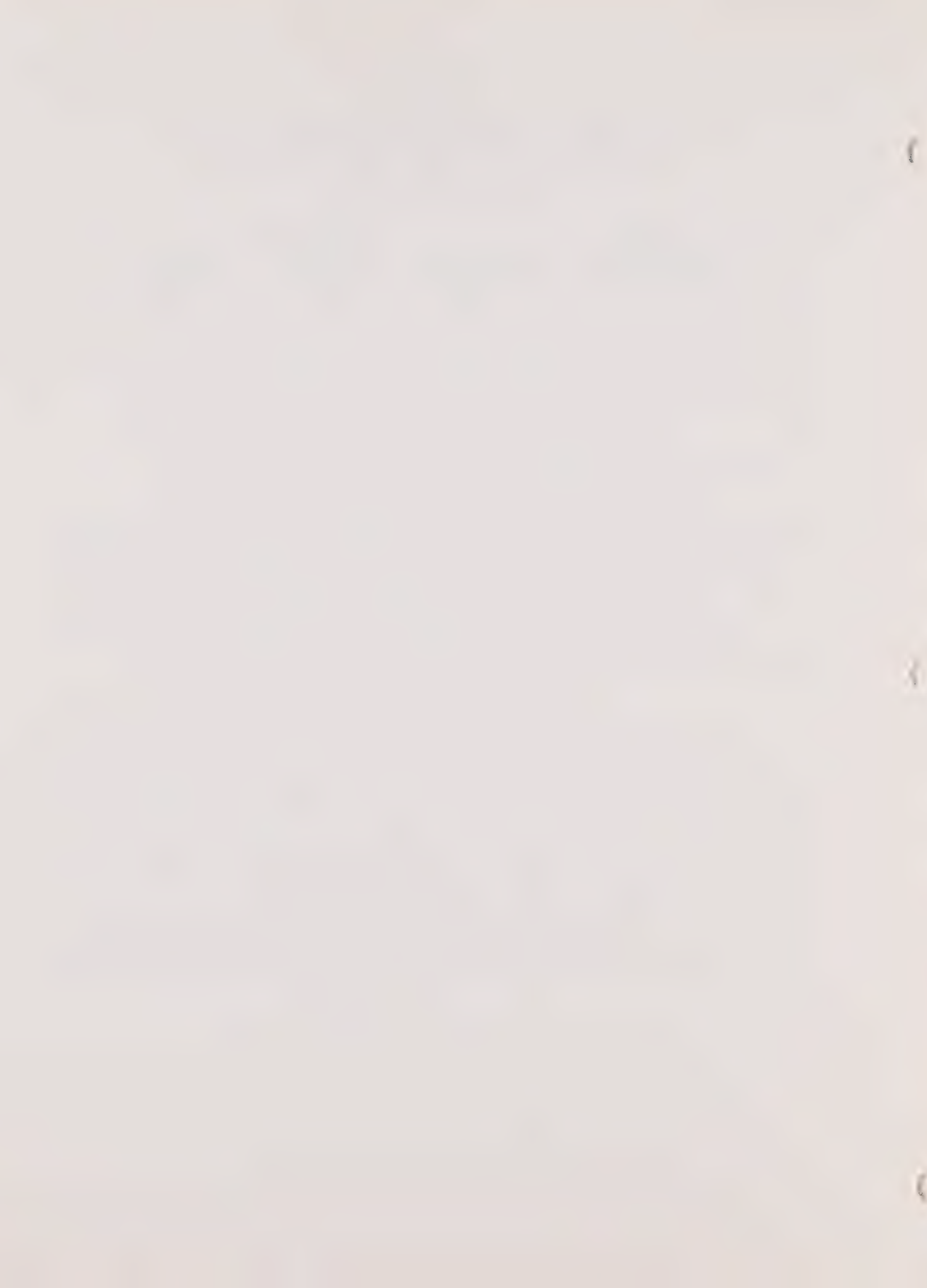


Table 4

Value/Acre Undeveloped Residential Land - 1977

<u>Area</u>	<u>Value/Acre</u>
Carlsbad	\$ 83,000
San Dieguito	77,000
Oceanside	49,000
East Suburban San Diego	39,000
South Suburban San Diego	49,000
Coastal San Diego	149,000
Coronado	240,000
Central San Diego	100,000

Source: San Diego County Assessor's Office

Carlsbad's value/acre was the highest in North County and was sixth highest in the region. Those areas exceeding Carlsbad were either coastal or immediately surrounding Central San Diego.

### 3. Construction Costs

Although construction costs represent a declining percentage of total housing cost (see Table 2), the combination of labor and materials still usually represents the largest cost component of housing development. In the Means Construction Cost Index of 70 cities in the United States and Canada, San Diego ranked sixth after Anchorage, San Francisco, Honolulu, New York and Los Angeles in overall construction costs (Means Construction Cost Index, Kingston, MA, April, 1979).



The following discussion and tables summarizes local and comparative construction cost increases since 1975 (wage and materials costs are generally uniform throughout the San Diego Market Area).

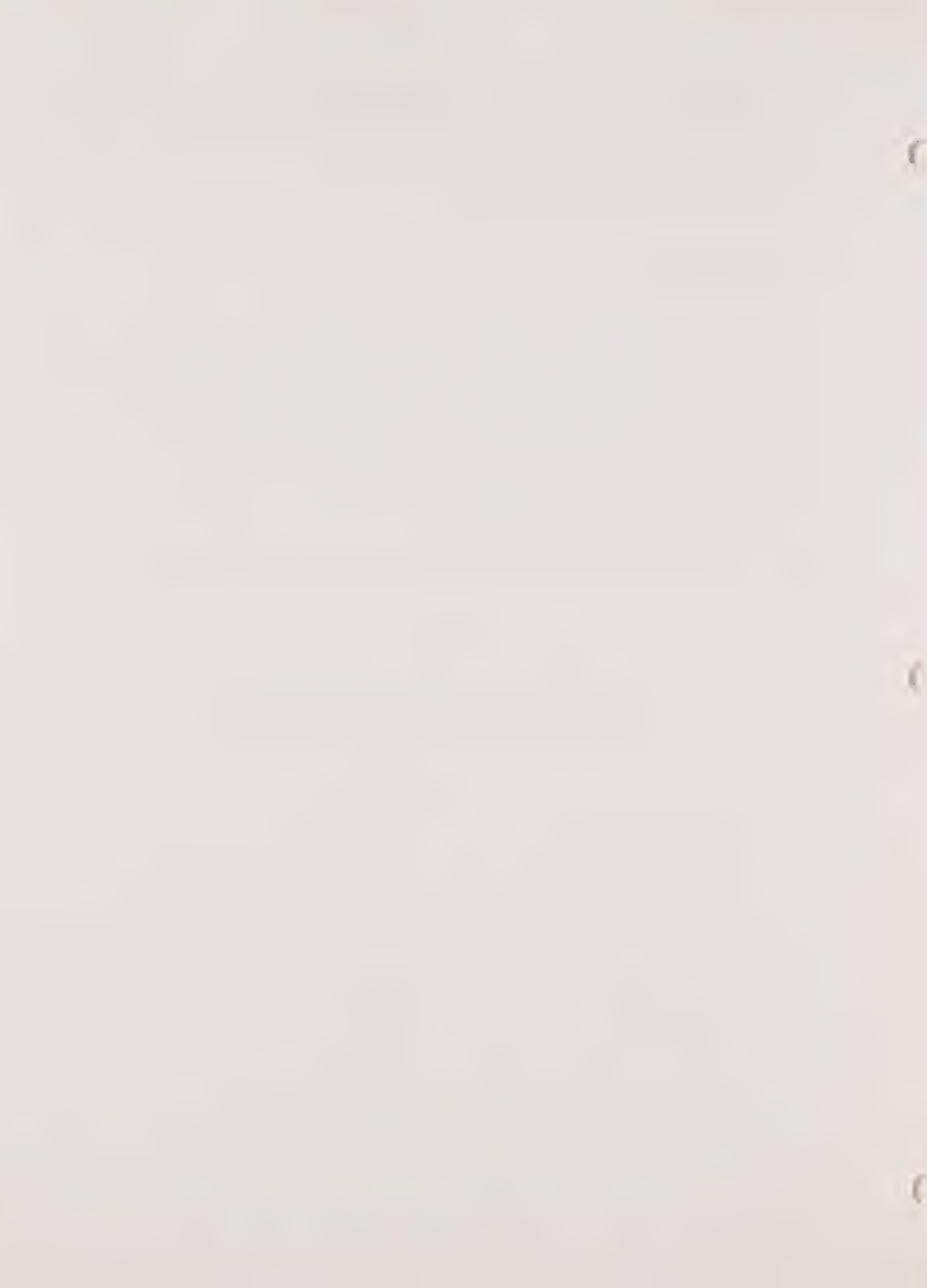
#### 4. Materials Cost

In general, materials costs in continental U.S. cities vary only slightly from each other and from the national average. Construction materials in general have increased about 24 percent in the last four years. Staggering increases in certain materials like wood products have been offset by actual decreases in certain types of materials; tile and paint are examples. The following table summarizes the percent increase in materials costs since 1975 for low and high cost areas.

Table 5

Percent Increase in Construction Materials  
Since 1975, San Diego and Comparative Cities

	<u>Percent Increase</u>
U.S. Average (30 major cities)	23.9
San Diego	22.5
Charlotte, NC	21.6
San Francisco	28.5
Los Angeles	23.8
Dallas	23.1
New York City	27.0





## 5. Labor Costs

The major difference in construction costs between high cost and low cost cities is found in labor rate differentials. While construction wage rates have increased about 30 percent since 1975 as a U.S. average, high cost cities have had much higher increases. The following table summarizes these increases.

Table 6

Percent Increase in Construction Wage Rates  
Since 1975, San Diego Market Area and Comparative Cities

<u>City</u>	<u>Wage Rate Increase</u>
U.S. Average (30 major cities)	29.7
San Diego	50.7
Charlotte, NC (lowest)	-7.5
San Francisco	68.0
Los Angeles	52.1
Dallas	9.5
New York City	49.5

## 6. Site and Off-site Improvements

Site improvements include earthwork, pilings and fillings, utilities, roads and walks, and landscaping. Cost of site improvements does not include the actual cost of land.



San Diego is the only otherwise "high cost" city to have site improvement costs well below the national average for such improvements. This may be partly explained by the availability of buildable land, minimal geological protection needed and perhaps prevalence of lower density housing requiring less site work.

## 7. Financing Costs

The impact of interest rates on housing is substantial both for renters and buyers. The percentage increase of financing as a component of total housing cost has doubled in the last 30 years (see Table 2). Interest rates are determined by national policies and economic conditions and in 1979 have reached an unprecedented level (13½ percent). Rates to develop rental units and interim and construction loans are higher. For purchasers, each one percent increase in interest rates translates into 75 cents per thousand dollars per month of payment on a 30 year loan. The following table summarizes monthly payments required to amortize a \$65,000 loan over a 30 years period at several different interest rates.

Table 7

\$65,000 Loan (30 years) Monthly Payment  
at Different Interest Rates

7.5	%	\$454.49
8.5	%	499.80
9.5	%	546.56
10.5	%	594.59
13.5	%	744.52
<u>16.5</u>	<u>%</u>	<u>900.35</u>



While several different types of interest subsidy programs exist with the intent of expanding homeownership opportunities, they provide lower interest rates to only a small portion of those seeking and using housing finance loans. Down payment requirements of most conventional loans (ten to 20 percent of purchase price) also restrict housing opportunity. Programs like the VA and FHA government loans which provide easier down payment terms are limited to a small percentage of buyers, enforce restrictive upper loan amounts and may require certain additional payments (points) to make use of the loans.

## 7. Market Constraints And Their Effect On Carlsbad

The market constraints described here reflect prevailing conditions in the San Diego area. Inflation, construction and finance rates are similar throughout the local market area including Carlsbad. The most striking constraint differentials throughout the region are land costs. Because of its desirable coastal location and position directly in the path of major development, Carlsbad land costs are the highest in North County and among the highest in the San Diego area.

### C. GOVERNMENTAL CONSTRAINTS TO "AFFORDABLE" HOUSING

Local governments affect the supply, distribution and cost of housing through land use controls, building codes, permits and fees for provision of services and facilities. Compliance with environmental procedures, public review processes and the delay inherent in meeting these varying requirements also influence the cost and nature of residential development.



## 1. Land Use Controls

The location and types of housing are determined to a great extent by development policies contained in the Land Use Element which establishes the amount and distribution of various land uses throughout the city. Residential development is allowed in the following General Plan land use categories:

Table 8  
Residential Land Use Categories - General Plan

<u>Land Use Category</u>	<u>Allowable Density D.U./ac.</u>	<u>Total Acreage Designated</u>	<u>Percent of Total Acreage</u>
Low density	0 - 1.5	1,777	7.5
Low-medium density	0 - 4.0	6,487	27.4
Medium density	4 - 10.0	3,072	13.0
Medium-high density	10 - 20.0	2,073	8.8
High Density	20 - 30.0	251	1.1

Only the latter two categories comprising about ten percent of the city's acreage can accommodate a range of multi-family uses such as low-rise condominiums and apartment development. Only about 250 acres are zoned in the highest density category which might accommodate medium-rise condominium and apartment development. About half the acreage in this highest density category is in existing use and not readily available for development. The use of the density ranges and such special designations as Planned Community (PC) zones provide the opportunity to depart from the concept of minimum lot size and allow for clustering and mixing of densities. While this approach encourages good design and planning, it has





almost no effect on housing cost since there is no increase in the number of units allowed per acre. The more units per acre, the less cost per unit for fees, improvements and developer's overhead.

The city's coastal location and extremely high land prices per acre (See Table 4) makes sufficient higher density designations (20 units plus per acre) essential to produce affordable housing.

## 2. Building Regulations

Building codes insure minimum quality standards to the housing consumer. Carlsbad has adopted the Uniform Building Code, one of several model codes and the one prescribed by the State of California. While localities may adopt standards higher than the State Uniform Building Code, they have no discretion to employ lower standards.

The effects of building codes on housing costs is not a local but a national problem. The content, scientific bases and methods of development of building codes have been severely criticized for sometime. These criticisms have resulted in legislation such as the Voluntary Standards and Certification Act of 1976 and the establishment of the National Institute of Building Sciences (NIBS) created by the Housing and Community Development Act of 1974. The purpose of these efforts is to establish "uniform procedures aimed at ensuring the fair and adequate representation of all interested parties in the standard setting process".



### 3. Site Preparation: Subdivision Regulations

Recent trends in subdivision regulations indicate that an increased burden for provision of public facilities is being placed on the housing developer. In addition to requiring installation of public improvements prior to development, subdivision laws often require land dedications for parks and schools. In North San Diego County, compliance with all subdivision regulations may cost anywhere from a minimum of \$9,000 per lot to \$20,000 per lot depending on terrain and special problems. (Building Contractors Association of San Diego.) For more specific estimates on Carlsbad, see Table 10 at the end of this section.

### 4. Environmental Review: California Environmental Quality Act and the Coastal Act of 1976

Two separate studies have attempted to quantify the cost per housing unit of compliance with the CEQA requirements for preparation of an Environmental Impact Report.

In a study done by the Urban Institute in San Diego, it was determined that the environmental review process added about \$165.00 to the cost of each housing unit in the year of the study, 1974-1975 (the Urban Institute, Washington, DC, 1975). This was considered a fairly insignificant cost element particularly in comparison with Florida where similar regulations contributed \$386.00 to the price of a housing unit. In a similar study done by the California Assembly's Committee on Local Government (Sacramento, 1975), it was estimated that the cost per unit was \$150.00. The main reason for the cost was given as document preparation and



delay and not implementation of mitigation measures. The main recommendation made by both studies was the preparation of Master EIR's by localities to cut the costs of document preparation and delay.

Permit regulation by the California Coastal Commission began on February 1, 1973. While studies have indicated about 90 percent of all applications are eventually approved, this figure does not take into account the time, uncertainties and modifications involved in obtaining approval. A survey of coastal zone building activity indicates that the percentage of home building in coastal zone cities fell from 24 percent of the state's total to 17 percent while apartment construction fell County, compliance with all subdivision regulations may cost anywhere from a minimum of \$9,000 per lot to \$20,000 per lot depending on terrain and special problems. (Building Contractors Association of San Diego.) For more specific estimates on Carlsbad, see Table 10 at the end of this section.

#### 4. Environmental Review: California Environmental Quality Act and the Coastal Act of 1976

Two separate studies have attempted to quantify the cost per housing unit of compliance with the CEQA requirements for preparation of an Environmental Impact Report.

In a study done by the Urban Institute in San Diego, it was determined that the environmental review process added about \$165.00 to the cost of each housing unit in the year of the study, 1974-1975 (the Urban Institute, Washington, DC, 1975). This was considered a fairly insignificant cost element particularly in comparison





with Florida where similar regulations contributed \$386.00 to the price of a housing unit. In a similar study done by the California Assembly's Committee on Local Government (Sacramento, 1975), it was estimated that the cost per unit was \$150.00. The main reason for the cost was given as document preparation and delay and not implementation of mitigation measures. The main recommendation made by both studies was the preparation of Master EIR's by localities to cut the costs of document preparation and delay.

Permit regulation by the California Coastal Commission began on February 1, 1973. While studies have indicated about 90 percent of all applications are eventually approved, this figure does not take into account the time, uncertainties and modifications involved in obtaining approval. A survey of coastal zone building activity indicates that the percentage of home building in coastal zone cities fell from 24 percent of the state's total to 17 percent while apartment construction fell from 30 percent to 21 percent (the California Coastal Plan: A critique, San Francisco, Institute for Contemporary Studies, 1976). The same study indicated that existing housing prices for the period January, 1973 to April, 1975 rose an average of 41 percent in the permit zone and 27 percent in coastal counties but outside the permit zone. It is difficult to ascribe these increases solely to the presence of a permit zone since coastal property would undoubtedly become continually more valuable even without any coastal management. However, those costs associated with delay and/or modifications may be ascribed to the existence of a special permit zone. Unlike costs related to EIR review, there is no available data which quantifies the cost of delays or modifications in the coastal permit zone.



## 5. The Approval Process: Costs of Delay

Delay is frequently the most significant factor in the overall cost impact of governmental review and regulation. The time lag from filing of the tentative map to the issuance of building permits is critical because of expensive carrying costs and loan costs. Some attempt to quantify the cost of delay in connection with the CEQA process was attempted in 1974 by the Construction Industry Research Board of California.

Table 9

### Costs of Delays

<u>Cost Component</u>	<u>Annual Cost of Delay</u> <u>Low - High Range</u>			
Land holding costs	1.2	% to	2.2	%
Building cost inflation	3.0	% to	13.0	%
Overhead costs	4.0	% to	10.0	%
Foregone revenues	1.2	% to	11.4	%
TOTAL	9.4	%	36.6	%

Delay sometimes means large enough market changes that plans may have to be significantly amended and the entire review process started over again. Normal processing time was not considered a serious constraint to the production of housing in the city. However, changes in the EIR process on small parcels in developed areas was suggested as helpful (see Action 5-7).



## 6. Fees and Fee Structure

Fees charged by the city help cover the costs of permit processing, inspections, environmental impact determinations and contribute toward the provision of various facilities and services. Tables 10 and 11 following this section provides an outline of various fees and their estimated cost in the development of (a) single-family and multi-family housing (house).

Fees relating to standard subdivision, zoning and building regulations (map filings, zone changes, general plan amendments, etc.) are usually accepted by the construction industry as part of the cost of doing business.

Fees related to the provision of various community facilities and services both because of their cost and their recent vintage are seen as more onerous by the building industry and as a constraint to providing affordable housing. In California, major fee increases for provision of facilities and services have evolved as a response to rapid growth, high standards in public facilities often mandated by federal or state government and shrinking revenues as a result of the property tax limitation initiative (Proposition 13) effective June, 1978.

Since the passage of Proposition 13, California cities and counties, as well as school and special districts have been developing new and increasing existing fees and service charges.

In Fall, 1979, Carlsbad adopted a Public Facilities Fee based on two percent of building valuation to cover costs of providing services and facilities to new develop-



ment or redevelopment in the city. This fee now being imposed covers the following services and facilities: parks, major streets, traffic signals, storm drains, bridges, public buildings, such as fire stations, police facilities, maintenance yards, libraries and general offices. While the fee will provide essential facilities and services, it will constitute an added cost as developers set housing prices and rents. The use of the Public Facilities Fee (PFF) will, however, consolidate fees in certain cases so that the two percent (will) can cover fees such as the park dedication or in-lieu payment formerly charged by the city. Lastly, the PFF provides that the city may exempt low-income housing development from the fee. The PFF also exempts construction by non-profit corporations or state or federal government. The latter agencies are those most usually involved in developing lower income housing.

#### 7. Provision of Facilities and Services

For the past two and one-half years, the most severe public service problem in Carlsbad has been obtaining necessary sewage treatment capacity to meet housing and growth demand in the city.

In late 1979, the city was allocating permits for approximately 850 units in the city. Additional allocations of approximately 1,850 units were being made by other districts.

Several recent developments, however, indicate more treatment capacity will be available in the next two-year period. These developments include planned





enlargements (Encina) reactivations (El Camino Real) at existing treatment plants and new plant development to serve the La Costa area. Another possibility for increased capacity is the use of Satellite Wastewater Treatment Facilities which would be provided by developers in Master Plan areas and provide capacity potential beyond immediate development.

#### 8. Intergovernmental Structure

"Special districts" provide many of the important public facilities and services necessary for housing development. These "special districts" are often (as in the case of sewer) the decisive factor in whether a development will go forward or not. The development process requires a multitude of permits, approvals and fees from various governmental agencies. Carlsbad, like many California cities includes several water, sewer and school districts.

Reorganization of special districts along municipal lines would, of course, be a drastic procedure involving restructuring of state and local regulations and finance. An alternative to such reorganization, often suggested by the building industry is the "one-stop processing" system, where the jurisdiction granting building permits is also empowered to give all other information, approvals and collect fees. Proposals which would facilitate this simplified kind of processing are now being considered by the State Assembly Revenue and Taxation Committee.



## 9. Federal and State Programs and Article 34 of the State Constitution

A serious government constraint in planning for or obtaining future funding is the lack of clear guidelines or allocation allowances from either the Department of Housing and Urban Development (federal) or the California Housing Finance Agency (state). The funding ability of both agencies is constantly subject to change by federal and state legislation. Most important, there is no definitive statement from either agency concerning target allocations for the future for the San Diego area, or Carlsbad in particular.

Article 34 of the California Constitution requires voter referendum approval of all low-rent housing projects "developed, constructed or acquired in any manner" by any state public body. In November, 1978, an Article 34 referendum failed in Carlsbad. This makes it impossible for Carlsbad to develop certain categories of housing (public housing, CHFA financed 100 percent subsidy) without a successful referendum.

Recent state and federal (pending) legislation may make it easier for cities like Carlsbad to participate in the development of lower income housing. AB 1092 (Moore) passed in the last session of the California legislature significantly narrows the scope of Article 34 and permits agencies like housing authorities to participate in lower income development without a successful referendum under certain specific circumstances. For instance, under the new legislation, a city without referendum authority may assist in the production of low-income units intended for ownership, develop low-income rentals of one to four units not on adjacent parcels, lease low-rent units from a private party, acquire land for eventual low-rent



development if completed units are transferred to private ownership, assist in financing the development of low-rent housing by a private owner, and assist in rehabilitation for eventual lower income households. AB 1092 is a legislative interpretation of Article 34 and it is expected that its legality will be tested in the courts. This legislation does not obviate the need for a successful referendum, however, since the direct development of lower income housing of 100 or 150 units as suggested in this element still requires referendum approval.

Deleted 3/5/80, action still pending.

(The Ullman Bill (HR 3712) still pending in the U.S. Congress, would eliminate the tax free status on the interest of certain mortgage subsidy bonds. The current federal income tax exemption would be eliminated on the proceeds of bonds "used directly or indirectly for mortgages on most owner occupied residences." The tax free exemption would be retained for bonds directed toward the development of low or moderate income rental housing. The bill's intent is to encourage issuance of bonds for such projects by eliminating the tax exemption on competing uses. Suggestions made in this element concerning bond issuance by the city are all directed toward rentals or rehabilitation.)





Table 10

## Estimated Cost Breakdown; Construction of Single-Family Unit

Carlsbad, 1979

<u>Fees</u>	<u>Amount</u> <u>(Cash)</u>	<u>% of</u> <u>Total</u>
Sewer fee	\$ 1,000	
School fee and/or agreement	1,480 *	
Permits: building, grading, plumbing, electric	909	
Map fees, plan checks, deposits	618	
Environmental assessment	50	
<b>TOTAL</b>	<b>4,057</b>	<b>3.1</b>
<u>Site Preparation</u>		
Excavation, grading, landscaping	4,777	
Streets, curbs, gutters, sidewalks	3,306	
Water systems, main hydrants	1,101	
Underground utilities	522	
Sewers	813	
Engineering	750	
Soils testing	193	
<b>TOTAL</b>	<b>11,462</b>	<b>9.0</b>
Bonds	51	
Taxes (during construction)	133	
Financing	6,000	
<b>TOTAL</b>	<b>6,184</b>	<b>4.9</b>
Land	27,666	21.7
Administrative/profit	15,000	11.7
Construction (1,800 sq.ft. \$35.00 per sq.ft.)	63,000	49.5
<b>TOTAL HOUSE COST</b>	<b>\$127,369</b>	<b>100.0</b>
<b>PUBLIC FACILITIES FEE</b>	<b>\$ 1,260</b>	<b>2.0</b>

\*Fees vary depending upon school district from no fees to over \$2,000 per house.



Table 11

## Estimated Cost Breakdown; Construction of Multi-Family Unit

15 Units/Acre, Carlsbad, 1980

<u>Fees</u>	<u>Amount</u>	<u>% of Total</u>
Sewer fee	\$ 1,000	
School fee and/or agreement	1,000	
Permits: building, grading, plumbing, electric	440	
Map fees, plan checks, deposits	170	
Environmental assessment	<u>50</u>	
TOTAL	\$ 2,660	5.7
<u>Site Preparation</u>		
Excavation, grading, landscaping	1,070	
Streets, curbs, gutters, sidewalks	990	
Water systems, main hydrants	900	
Underground utilities	350	
Sewers	400	
Engineering	250	
Soils testing	<u>40</u>	
TOTAL	\$ 4,000	8.7
Bonds	10	
Taxes (during construction)	40	
Financing	<u>1,000</u>	
TOTAL	\$ 1,050	2.3
Land	\$ 5,333	11.5
Administrative/profit		
Construction (1,800 sq.ft. \$35.00 per sq.ft.)	33,250	<u>71.8</u>
TOTAL HOUSE COST	\$46,293	100.0
Public Facilities Fee 2%	\$ 665	2.0

Added as per comments of State Department of Housing and Community  
Development (4/11/80).



**APPENDIX C**  
**MOBILE HOME DISCUSSION**



## **MOBILE HOME DISCUSSION**

The following attachment includes the Summary of Recommendations made by the County's Blue Ribbon Mobile Home Park Committee, February, 1979 and the Summary of Discussions held by the Carlsbad Citizen's Housing Element Review Committee. The position of the committee is summarized by the seven statements on pages 14 and 15 of Appendix C. These statements are reflected in the treatment of the mobile home use in Section II (Goals, Policies, Programs) of this Housing Element.





EXECUTIVE SUMMARY

INTRODUCTION

The Blue Ribbon Mobilehome Park Committee was formed by the Board of Supervisors on May 16, 1978 (#63) to thoroughly review the current issues facing the mobilehome industry and to report back to the Board of Supervisors on their findings including appropriate recommendations. In addition, the Board specifically directed that the Committee address the question of mobilehome parks in individual community plans and the Regional Growth Management Plan.

The Blue Ribbon Mobilehome Park Committee has devoted over 2,400 person hours meeting on a regular basis to review the problems and solutions relating to mobilehomes in San Diego County.

The final report from the Blue Ribbon Mobilehome Park Committee contains specific recommendations to the Board of Supervisors which the Committee recommends for implementation to relieve the housing shortage while providing housing choices in the County, particularly for lower income persons.



## SUMMARY OF RECOMMENDATIONS

1. That the Board of Supervisors direct the County's Legislative Advocate to pursue a change in the state law that will automatically provide that new mobilehomes be subject to ad valorem taxation and used mobilehomes, when sold, should be changed to ad valorem taxation. Sales tax should be eliminated on all mobilehome sales.
2. In the event that #1 fails, the Board of Supervisors direct the County's Legislative Advocate to pursue a change in the State DMV fee structure to provide for a redistribution of a portion of the fees collected to those special districts which do not now receive such tax distribution.
3. Direct staff of the Integrated Planning Office and Housing and Community Development to identify available suitable public and private lands in the County for Community Block Grant Assistance in meeting the needs of low and moderate income housing.
4. Direct IPO in the current revisions of the Countywide Housing Element to identify available sites for low and moderate income housing.
5. Direct IPO as a part of the Countywide Housing Element study to prepare additional incentives for developers of affordable housing for persons of low and moderate incomes.
6. Refer to IPO for consideration in the Countywide Housing Element study, the adoption of an amendment to the Policy Section of the Housing Element and amend the Zoning



Ordinance which will eliminate the Special Use Permit (SUP), and substitute an administrative procedure for mobilehomes and mobilehome parks, provided the following two conditions are met.

A. Declaration that said mobilehousing and/or mobilehome park spaces shall be committed as affordable housing for persons of very low, low and moderate income, as determined by HUD for the San Diego area, with the following ratios:

- Very Low Income Households = 20% Min. of the Project
- Low Income Households = 30% Min. of the Project
- Moderate Income Households = Balance to Total of the Project

B. Mobile housing and/or mobilehome parks to be located in those areas as determined by staff (IPO and Housing and Community Development) as required by Article 2. "Fair Share Allocation Plans" of 65302(c) of the Government Code and Paragraph 6456 "Standards and Plans for Adequate Sites" - and 6460 "Adequate Provision."

7. That the Board of Supervisors direct staff to explore the possibility of providing a land bank system that will provide available land to private developers who could develop mobilehome parks for displaced persons forced to move because of change of use of existing mobilehome parks and/or low cost mobilehome housing for low and moderate incomes.

8. Direct IPO to include consideration of mobilehome park use





as an alternative land use in the Edgemoor Master Plan Study.

9. Direct the CAO and the County's Legislative Advocate in Washington, D.C. to support efforts to develop a mobile-home park on Ream Field, U.S. Navy Land, Imperial Beach.
10. Direct the CAO to support efforts to develop a mobilehome park on County-owned land in Campo (Old Camp Lockett).
11. Direct IPO to prepare and for your Board to adopt, an ordinance which allows developers of affordable housing for persons of medium income 100% density bonus for projects located in a density of from 4.3 Du/Ac to a maximum density of 7.3 Du/Ac. For development of housing for persons of low income allow 200% density bonus for projects located in areas permitting a maximum density of 4.3 Du/Ac or less.
12. Direct IPO to prepare amendments to remove all the residential policies of all community plans which contain language which prohibits mobilehomes from locating within their community.
13. Direct IPO to amend all community plans to include a housing element which is consistent with the Countywide Housing Element of the General Plan and meets the State Guidelines 65302(c) with particular emphasis on Paragraph 6456 and 6460.
14. That the Board of Supervisors direct staff to set for public hearing, four revisions to the Zoning Ordinance to achieve the following:
  - A. Revise the standard Mobilehome Rental Park



Regulations (Section 6500 of the Zoning Ordinance).

- B. Adopt a "No-Frills" Mini-mobilehome Park Regulation.
- C. Adopt a permanent Mobilehome Single-Lot Regulation.
- D. Revise the Planned Mobilehome Park Development

Regulations (Section 6600 of the Zoning Ordinance).

15. That the Board of Supervisors direct staff to circulate this report to all interested citizens so that maximum public input will be assured for the public hearings to amend the Zoning Ordinance as set forth herein.
16. That the Board of Supervisors direct staff to report back on the staff needed to process the anticipated increase in applications that approval is expected to generate.
17. That the Board of Supervisors apply exclusive mobilehome designations in applying zoning to new mobilehome parks.
18. That the Board of Supervisors apply to each new mobilehome park except for a mini-mobilehome park of 8 units or less, a permanent zone which includes a building type Designator ("A") that permits mobilehome building types only.
19. That the Board of Supervisors direct that each applicant be required to sign a statement that declares that the proposed mobilehome park will be operated as an "open park."
20. That the Board of Supervisors direct their Legislative Advocate to seek modification to Title 25 Mobilehome Regulations which will make it applicable to single-lot mobilehome sitings, as defined in the San Diego County Zoning Ordinance.
21. That the Board of Supervisors recognize that Title 25 of



the California Administrative Code and the National Mobile-home Construction and Safety Standards Act of 1974 ensures safe construction of all mobilehomes manufactured after September 15, 1971 and July 1, 1976 respectively.

22. That the Board of Supervisors direct staff to prepare a resolution finding that mobilehomes built pursuant to the National Construction and Safety Standards Act of 1974 or after September 15, 1971 pursuant to Title 25 of the California Administrative Code which covers performance standards not included in the federal act, meet the performance standards mandated by the State Housing Code for conventional dwellings; and authorizing the building official to issue construction permits for mobilehomes converted to dwellings pursuant to an approved Minor Use Permit; and exempting the building official from personal liability.
23. That the Board of Supervisors direct the building official to apply the provisions of the San Diego County Building Code for structural alterations and/or modifications of permanent single-lot dwellings which were formerly mobilehomes.
24. That the Board of Supervisors recognize that the use permit process recommended for future single-lot mobilehome siting is necessary to ensure that such sites are designed to be compatible with and will blend into the neighborhoods into which they are to be located.
25. That the Board of Supervisors direct the County's Legislative Advocate to seek a requirement in State Code that





obligates the mobilehome park owner to more explicitly indicate the nature of the limited tenancy to each prospective park tenant.

26. That the Board of Supervisors approve in principle, expansion of the County's contract with Neighborhood House Association to expand the role of the Landlord/Tenant Advisory Mediation Council to include mediation of mobilehome related complaints.
27. Direct the CAO to identify appropriate funds for accomplishment of such expansion and return to the Board of Supervisors with necessary contractual documents to implement the expanded role.
28. That the Board of Supervisors encourage all mobilehome developers and park owners to accept coaches, according to performance standards rather than "New" or "Used" to provide some relief to displaced mobilehome owners.
29. That the Board of Supervisors encourage representatives of CMHA, WMA, WMHI, and GSMOL to make presentations concerning the mobilehome community to all community planning citizens' committees, and to other interested citizen organizations.
30. That the Board of Supervisors direct their Legislative Advocate to work with the mobilehome industry to seek a change in banking laws to allow mobilehome financing to be treated as housing loans, not as commercial loans.
31. That the Board of Supervisors appoint a five-member committee to continue after the Blue Ribbon Committee





terminates, on a quarterly basis, to monitor the progress on implementation of the final report of the Blue Ribbon Committee on mobilehome parks.



TO: Members of the Citizens Advisory Committee for the Carlsbad Housing Element

Re: Background information on the Mobile Home issue particularly as it relates to the Carlsbad Housing Element.

### Introduction

In May, 1978 San Diego County organized the "Blue Ribbon Mobilehome Park Committee." That committee produced a final report in February, 1979. The eight page Summary of Recommendations from that report is attached here. In a memo dated May 14, 1979 local groups listed seven basic recommendations for consideration by the Carlsbad City Council. In a July 14 memo to this Committee additional recommendations are made. This paper attempts to indicate the current status of each of these recommendations and what the role of this Committee might be.

### Recommendation 1 (May 14, 1979 letter)

- 1) Adopt a policy of favoring use of mobile homes consistent with applicable rules and regulations of State and Federal entities pertaining to development of permanent housing suitable to persons of low and moderate incomes.

### Comment

This recommendation brings up two separate issues and they should not be confused. Most new mobile home development because of the increasing cost of the coach itself and the increases in space rental does not qualify as "low or moderate income" housing. The average monthly cost of financing a new mobile home and paying space rental for it is in excess of \$400 per month (page 17 of



Blue Ribbon Committee Report). Whatever suggestions are finally agreed upon by this Committee to encourage more moderate cost housing should be applied equally to mobile home development. These suggestions will probably range from use of available subsidies to bonuses and assistance to private developers of all types of housing.

The second issue raised by this recommendation is the current treatment of the mobile home use as non-permanent housing. Currently mobile home parks are approved by issuance of conditional use permits. The County Blue Ribbon Committee is seeking a special area designater (M) in the zoning ordinance entitled Mobilehome Development. Specific designation of the M zoning has all the advantages and disadvantages of any other specific zoning: definite locations are indicated but land prices may increase rapidly because of this. The county report also recommends that M zoning be given only if steps to provide a mix of low and moderate income units are being pursued.

- 2) Establish a separate zone for mobile parks including "no frill mini-parks."

#### Comment

Separate zone discussed above. The Blue Ribbon Committee recommended the use of a "mini-mobile home park zone" which could be developed on as little as one acre. Compared with a standard mobile home park of minimum 5 acres. The County Planning Commission has taken a position against the "mini" designation, principally because of difficulty of supplying adequate facilities and services to 8, 10, or 12 mobile homes which might be allowed on one acre.





- 3) Identify and designate public and private lands within the city limits suitable to mobilehome zoning.

Comment

The cited recommendations (3 & 4) from the Blue Ribbon Report actually only relate to the availability of sites for low and moderate income housing in general. Some general indication of such availability is, of course, one of the goals of the housing element and will be fully discussed by this Committee.

- 4) Explore and establish all suitable incentives to mobile home park development and suitable restraints to prevent unreasonable "change of use" of any mobilehome zone. Emphasis of this Committee has been toward "incentives and encouragement of any and all types of affordable housing. Whatever incentives and encouragements are finally agreed to may apply equally to mobile home development. The "change of use" danger is inherent in the current system, however, even the possible M zoning does not completely eliminate the danger. The long-term protection against change of use problems would be mobile home subdivisions or pRd's in which the underlying land is owned individually by each resident or jointly by an association.
- 5) Authorize use of single lot mobile homes in Carlsbad subject to conformity with neighborhood esthetic values, permanent dwelling rules and ad-valorem taxation.

Comment

The Blue Ribbon Committee has recommended the adoption of a



permanent single lot mobilehome regulation; no action on the issue has been taken thus far. The single lot mobile home is used as a housing choice in rural America and under temporary and emergency conditions. It is rarely used in major urban areas. Technically, the legal framework already exists for allowing mobile homes on single lots. The mobile home must be placed on a permanent foundation and "totally converted from the entity of a mobilehome to the entity of a residential building which meets all applicable building code requirements before it may be occupied and taxed as a permanent residential building" (Opinion of County Counsel, November 1978). In the final analysis any unit which met all applicable building code requirements and conformed to neighborhood esthetic values "would probably bear little similarity to a standard mobile home.

- 6) Change existing rules and regulations as necessary to accept mobilehomes constructed under California codes as permissible permanent housing for persons of low and moderate income. The construction of mobile homes is regulated by the State of California and by the National Mobilehome Construction and Safety Standards Act. While these state and federal codes control the production of units, local codes control their placement, location and regulation whether in or out of mobile home parks.

#### Comment

This recommendation refers to number 22 in the Blue Ribbon Summary. County Counsel recommended against any such action by



the Board of Supervisors which would have the Board prescribing criteria for conversion of a mobile home into a permanent residential unit. Counsel also states "a determination by the building official that a structure complies with all applicable building regulations is necessary for conversion from mobilehome to permanent residential building. In making such determination the building official has latitude to accept alternate materials."

- 7) Prohibit any "closed park" practice by any park owner or mobilehome dealer which would deny a prospective tenant free choice of lot rental or home purchase. A "closed park" is one in which the park operator selectively offers for sale only designated mobilehome units from selected dealerships or his <sup>S</sup> own dealership. Such practices are illegal in the opinion of the San Diego District Attorney's office. In an "open park" any new or used unit may be located but requirements on its size, quality and structure are entirely legal. Prosecution of the closed park situations are handled by the District Attorney's office. Complaints and follow through by complaining parties is necessary to assure vigorous prosecution.

The following statements briefly summarize the approach which this Committee might take in dealing with the mobile home issue:

- 1) Recognize fully the importance of the mobilehome as a source of housing for many residents.
- 2) Indicate clearly that whatever programs are developed or incentives offered to promote "affordable" housing will be



equally applied to mobile home development.

- 3) Indicate that any site guidelines to low or moderate income housing in general could include mobile home development as well.
- 4) Any density bonuses developed or recommended could be considered to apply to mobile home development.
- 5) Indicate that while "exclusive" mobile home designations may not be indicated, there will be no discrimination against the use in general.
- 6) Indicate encouragement for development of mobile home subdivisions and/or prd's so as to gradually eliminate "change of use" danger.
- 7) Indicate support for "open parks" in Carlsbad and intention of city to report non-compliance with "open park" laws.





**APPENDIX D**  
**DEFINITIONS**



## DEFINITIONS

### California Housing Finance Agency (CHFA)

CHFA was created in 1975 with enactment of the Housing and Home Finance Act by the California legislature. The primary purpose of the agency is "to meet the housing needs of persons and families of low or moderate income" (Health and Safety Code 50950). The agency's funds accrue from the sale of State of California general obligation bonds, and federal housing subsidies. With funds from bond sales, the agency pursues the following programs: long-term financing of new rental construction, neighborhood preservation and rehabilitation, and purchase of single-family moderate income mortgages from private lenders. The CHFA Board of Directors is appointed by the governor and the legislature.

### Code Enforcement Program

A literal definition of code enforcement would simply mean enforcement of all zoning and housing codes. A Code Enforcement Program used in the context of this Housing Element refers to the systematic review of housing conditions in areas where the initial signs of blight and deterioration have been detected and where public monies either from the federal or state government or from municipal bonding are made available to assist in rehabilitation and any possible relocations.



### Commercial Core

In Carlsbad, this refers to that part of the Village Area Redevelopment known as the Village Center (Sub-Area No. 1). This Village Center is generally bounded by Grand and Oak (north and south) and the railroad and Interstate 5 (west and east).

### Community Development Block Grant Program

The federal government's major urban grant program to cities established by Title I of the Housing and Community Development Act of 1974; amended in 1977 (42 USC). Funds are annually subventioned to local government based on a population/poverty/housing formula. The major federal requirement is that funds be used primarily to assist low and moderate income households. In FY 1978-79 Carlsbad received about \$140,000.

### Department of Housing and Community Development (HCD)

The state agency with responsibility for developing statewide housing data, plans and programs for determining (with legislative approval) the guidelines for housing plans of local government. Health and Safety Code Section 41134 authorizes this department to review local housing elements for conformity with the requirements of Section 65302 of the Government Code, and for conformity with the Department's guidelines. With the passage of recent legislation (AB 333) this department will also have major funding ability in the near future.





## Department of Housing and Urban Development (HUD)

The federal agency with responsibility for determining national housing policy, developing housing programs, and guidelines for local government and for funding most federal housing programs.

## Growth Management

Growth management is a process by which the City determines the amount (what), location (where) and rate (when) of growth to match local government's ability to provide adequate public facilities and services. This process indirectly affects environmental quality and community identity and character. (Carlsbad City Council Workshop, November 26, 1979).

## Non-Profit Housing Corporation

A non-profit housing corporation may be established according to Section 9200 of the Corporations Code of the State of California, "indicate lawful purpose and not contemplate the distribution of gains, profits or dividends". Such corporations may be set up by churches, civic groups, community based organizations, and cities and counties. Federal and state funds available to such organizations for housing programs cover all costs including administration. Profits realized by such corporations cannot accrue to the benefit of the corporation but must be used to defray costs, lower rents or provide additional services.



### Preservation Districts

Clearly identified community areas where the condition of public facilities and housing is evaluated using base data such as the 1980 census. Community goals for preservation of housing, community facilities and character are set. Changes over time in land use patterns are monitored and evaluated to assure that community goals are maintained.

### Public Housing

The federal government's oldest, most conventional housing program established by the U.S. Housing Act of 1937 and directed toward the lowest income households. Local housing authorities issue bonds on which the federal government pays debt service. The federal government also pays operating costs not covered by rents. Such a program requires a successful referendum. No actual public housing has been developed in San Diego County under this program.

Section 202 Housing for the Elderly (Section 202 of the Housing Act of 1959 as amended, 12 U.S.C.)

Federal government program which provides direct long-term low interest loans to non-profit sponsors to finance rental or cooperative housing for elderly and handicapped persons. The eventual tenants are also allowed rent supplements so that their rent does not exceed 25 percent of income.



Section 8 Housing Assistance (Section 8, Title II of the Housing and Community Development Act of 1974, amended 1977, 42 U.S.C.)

This program is the main source of federal housing assistance for low-income persons or families. The housing assistance payment makes up the difference between "fair market rent" established by HUD and 25 percent of the occupants income. If "fair market rent" is \$300 and tenant income is \$1,000 per month, tenant will be required to pay \$250 while the federal subsidy of \$50 per month is paid by the federal government through the Housing Authority.

Added after Planning Commission Review of 2/6/80

Marks Foran Rehabilitation Loans

Enacted in 1973 by the California legislature, this program authorizes local governments or authorities created by them, to sell tax exempt revenue bonds and use the proceeds to make long-term below market interest loans to rehabilitate residences and in limited circumstances, commercial properties.

Section 312 Rehabilitation Loans

Since 1964, the major federal low interest loan program available for residential rehabilitation. Participation is permitted by owner occupants, as well as absentee owners of rental property in specified community improvement area.



**APPENDIX E**

**LOW AND MODERATE INCOME HOUSING:**

**FAIR SHARE AND INCLUSIONARY PROVISIONS**





**LOW AND MODERATE INCOME HOUSING:  
FAIR SHARE AND INCLUSIONARY PROVISIONS**

The goals and policies of this Housing Element have been developed to reflect overall housing needs for Carlsbad in the next five-year period (1980-1985). Section II of this element attempts to provide a framework for maintaining the City's existing residential character, as well as providing for the inevitable growth of housing demand in middle and upper income categories. Special attention has been given, however, to policies which might increase low and moderate income housing opportunities in the City. This special attention is in response to both demonstrated need (see Appendix A) in the City and the region and the Housing Element Guidelines of the State of California.

Low and Moderate Income Housing Opportunities: Definitions

"Low and moderate income" are imprecise terms and in the absence of reliable annual surveying, the data available are merely estimates. They should be used as guidelines in determining housing policies and programs and not as absolute standards of income or need. Estimates of 1979 low and moderate income and corresponding rental ranges for Carlsbad are summarized in the following table.

<u>Low and Moderate Income Rent Ranges -</u> <u>1979 Estimates Carlsbad</u>			
<u>Low Income</u> <u>80% of Median</u>	<u>Low Income Rent</u> <u>25% to 35%</u> <u>Monthly Income</u>	<u>Moderate Income</u> <u>120% of Median</u>	<u>Moderate Income Rent</u> <u>25% to 35%</u> <u>Monthly Income</u>
\$10,725	\$223-312	\$16,087	\$335-469

Source: San Diego Demographic and Economic Forecasts: 1977-1984 developed by San Diego County, CPO and San Diego Gas and Electric.



The above estimates should be referred to in discussions of programs which provide either low or moderate income housing.

#### Fair Share Allocations: Meeting Lower Income Housing Needs

The purpose of "fair share allocations" is to distribute lower income housing units throughout a community or region on a cooperative basis. The distribution means that lower income households retain choice of location, that no one community accepts a disproportionate share of low income housing, and that individual communities accept such units consistent with need and resources. The distribution formula devised for this region by the Comprehensive Planning Organization distributes units on the basis of existing need, and population and employment growth to 1985.

#### Inclusionary Systems: Meeting Moderate Income Housing Needs

An inclusionary housing program or ordinance offers localities a tool which can be used to expand the supply of low or more usually moderate income housing. Such inclusionary programs suggest or require that all new developments above a certain size, contain a specified proportion of moderate income housing units. Inclusionary programs may be voluntary or mandatory and be for sales or rental units. The one recommended in this Housing Element is voluntary and directed at provision of moderate income rental units in return for a density bonus. Inclusionary provisions are usually accompanied by concessions to the developer like density bonuses, fee waivers, parking allowances, land writedowns or regulation waivers. Recent state legislation (AB1151, Roos) requires that cities provide developers with one of the



above types of concessions if the developer offers to supply 25 percent low/moderate income units. Which concession is offered the developer is entirely at local discretion.









# GEOLOGIC & SEISMIC SAFETY ELEMENT

CITY  
of  
CARLSBAD

MARCH 1975

REVISION DATE
12-13-74 SL
1-6-75 SL
1-15-75 SL
3-13-75 MZ



## TABLE OF CONTENTS

	Page
List of Tables . . . . .	i
Distribution List . . . . .	ii
Summary. . . . .	iii
Section 1. INTRODUCTION . . . . .	1
A. Authority for the Geologic & Seismic Safety Element . . . . .	2
B. Risk Evaluation . . . . .	2
C. General Plan Relationships . . . . .	4
Section 2. SUMMARY OF FINDINGS . . . . .	6
Section 3. GOAL AND OBJECTIVES. . . . .	9
Section 4. POLICIES, GUIDELINES & ACTION PROGRAMS . . .	10
Section 5. BIBLIOGRAPHY . . . . .	15
Section 6. APPENDICES . . . . .	A-1
A. Geotechnical Investigations . . . . .	A-1
1. Descriptive Geology. . . . .	A-2
2. Engineering Geology . . . . .	A-10
3. Seismic Hazards . . . . .	A-18
4. Geotechnical Interpretations . . . . .	A-26
B. Glossary . . . . .	B-1
C. Summary of State Laws Relating to Seismic Safety . . . . .	C-1
D. Maps. . . . .	D
Seismic Hazards Map . . . . .	D
Geotechnical Hazards Map . . . . .	D
Land Use Feasibility Map . . . . .	D



## List of Tables

	<u>Page</u>
Table I - Slope Stability Related to Development . . . .	A-13
Table II - Approximate Relationship of Earthquake Magnitude to Intensity. . . . .	A-21
Table III - Suggested Investigation Procedures for Common Geotechnical Problems . . . . .	A-29



## Geologic & Seismic Safety Element Distribution List

The following organizations or persons were extended the opportunity to critique the draft element for the purpose of maximizing the level of public and professional input to the element:

### Citizen & Professional Advisory Committee:

Mr. Allan Kelly, Chairman  
Mr. Baylor Brooks  
Mr. Charles Rice  
Mr. Ray Walton  
Mr. Philip Benton  
Mr. Bob Ladwig  
Mr. George Long  
Mr. Jack Kubota  
Mr. Frank Leeds  
Mr. Robert Chaney  
Mrs. Liz Fiddler  
Mr. Allan McDougall  
Mr. "J" "C" Fikes

### Professional:

American Institute of Architects, San Diego Section  
Southern California Testing Lab, Inc. --- Dennis Hannan  
Structural Engineers Association  
Scripps Institute of Oceanography, Dr. M. P. Kennedy  
San Diego State University, Geology Department, Robert McEuen  
San Diego Association of Geologists, Richard Threet

### Governmental:

Comprehensive Planning Organization, Ruth Potter  
San Diego County Planning Department, Mike Wright  
San Diego Coast Regional Commission, Elene Johnston

### City Staff:

Engineering Department, Tim Flanagan, Dan Groth, Russell Morrison  
Fire Department, G. W. Anear  
Building Department, R. S. Osburn, Ray Green  
Planning staff





## SUMMARY

In 1971, the Seismic Safety Element became a required element of the General Plan for all Cities and Counties in the State of California. Its overall purpose is to prescribe programs aimed at reducing geologic and seismic risk in the City of Carlsbad by:

- (1) Identifying geologic and seismic problems in the study area;
- (2) Adopting policies which introduce additional mitigative planning measures into the development review practices of the City.

On August 8, 1974, the Carlsbad City Council appointed the Citizens and Professionals Advisory Committee on Seismic Safety and Geologic Hazards. The Committee's charge was to advise the City of Carlsbad staff during the formulation of a Geologic & Seismic Safety Element, and to assist in the preparation of this element of the General Plan. The Geologic & Seismic Safety Element incorporates procedures to minimize the loss of human life and property damage from seismic and geologic phenomena into the planning process of the City of Carlsbad.

The major topics addressed in the element are as follows:

- (1) Evaluation of the state-of-the-art and existing data on the subject;
- (2) Identification of an overall goal for reducing geologic and seismic risk;
- (3) General guidelines regarding the level or nature of acceptable risk;
- (4) Policies and guidelines for present and future programs aimed at reducing geologic and seismic risk to existing and proposed structures;
- (5) Generalized geologic mapping which discloses known hazardous sites as of July, 1973.



# SECTION 1 INTRODUCTION



## Section 1

### INTRODUCTION

The California Division of Mines and Geology estimates that in California before the year 2000, unless significant measures are taken, approximately \$20 billion in earthquake-related damage could occur and the loss of life could be in the thousands. However, most of this loss is preventable if measures are taken now. <sup>15</sup> Every city and county in California must meet this challenge of reducing geologic and seismic risk by giving serious consideration to the meaning and content of the seismic safety element.

The purpose of the Geologic & Seismic Safety Element is to prescribe programs aimed at reducing the present geologic and seismic risk in the City of Carlsbad by adopting policies intended to further improve planning, building, and development practices. The element will serve as an informational resource in the evaluation of development proposals. The objective is to reduce the level of geologic and seismic risk by identifying problems and introducing additional mitigative planning measures into the development practices of the City. The major sections of the element include the following: (1) Background data and findings on the City's geology indicating types of programs needed; (2) Goal and



objectives to guide the creation of geologic and seismic programs; and (3) Policies, guidelines, and action programs for geologic and seismic safety implementation.

A. Authority for the Geologic and Seismic Safety Element

In response to public concern calling for affirmative action to reduce the loss of life and widespread structural damage from earthquakes, Section 65302 of the California Government Code was amended in 1971 to require the addition of a Seismic Safety Element as part of the General Plan of each community. Subsection (f) of Section 65302 requires that counties and cities prepare:

...a seismic safety element consisting of an identification and appraisal of seismic hazards such as susceptibility to surface ruptures from faulting, to ground shaking, to ground failures, and to effects of seismically induced waves such as tsunamis and seiches.

The seismic safety element shall also include an appraisal of mudslides, landslides, and slope stability as necessary geologic hazards that must be considered simultaneously with other hazards, such as possible surface ruptures from faulting, ground shaking, ground failure, and seismically induced waves.

B. Risk Evaluation and Guidelines

There is some risk involved in almost every human activity. The basic objective of seismic risk is to reduce the loss of life and property damage due to seismic activity to an acceptable level. Since it is not possible to eliminate all risk to life and property, each community must decide what level of risk it is willing to accept.<sup>17</sup>

The Council of Intergovernmental Relations guidelines





for the Seismic Safety Element defines "acceptable risk" as follows:

The level of risk below which no specific action by local government is deemed to be necessary to protect life and property.

The determination of acceptable risk is applicable not only to future planning decisions, but it is applicable also to the evaluation of risks associated with existing buildings and land uses. High risks in existing structures may be lowered to a level of acceptable risk by means of physical alteration (a structural hazard abatement program), relocation and/or demolition of existing structures, and the change of levels of use of structures (from high to low occupancy). The following general guidelines will serve as a framework for decision-making in determining the level of acceptable risk:

1. Emergency services and public utilities required to provide emergency services during disasters should have a very low level of risk. These include hospitals, medical clinics, fire and police stations, power plants, water and sewerage facilities, telephone lines, electrical lines, major highways, dams, reservoirs, etc.
2. Structures of involuntary use, i.e. nursing homes, convalescent homes, schools, etc., where the individual has no choice in using the facility, should require a level of acceptable risk that is very low.
3. High occupancy buildings should be required to have a low risk exposure. These include large office buildings, theaters, churches, large industrial and shopping centers, multi-story, multi-occupancy buildings, etc.

The entire Geologic & Seismic Safety Element is an attempt to recognize and define risks within the limits of present knowledge and prescribe programs to mitigate or



lessen that risk. In structures where the risk could involve the loss of life, measures such as building occupancy limitation, renovation or removal programs should be undertaken. A recommendation for a structural hazards abatement program is given in Section 4. Additionally, it is recommended that in all future development proposals, consideration be given to the long range physical and economic impact to the City in the event of a geologic or seismic occurrence.

### C. General Plan Relationships

The Geologic and Seismic Safety Element contributes information on the comparative safety of using lands for various purposes, types of structures, and occupancies. It provides essential information pertaining to Land Use, Housing, Open Space, Circulation and Safety Elements. The Safety Element must include a response plan for all types of disasters and emergencies that might occur in the City. Therefore, an earthquake and emergency response plan should become a portion of the Safety Element with input on geologic and seismic hazards being drawn from the Geologic and Seismic Safety Element. The Geologic and Seismic Safety Element is also related to various environmental factors, as follows:

- \* Physical - geologic hazards can be a prime determinant of land use capability
- \* Social - may provide basis of evaluating costs of social disruption, including the possible loss of life due to earthquakes and identifies means of mitigating social impact
- \* Economic - cost and benefits of using or not using areas related to potential damage or cost of overcoming hazards



5

In addition, the Geologic and Seismic Safety Element provides a basis for evaluating environmental impacts of proposed projects in relation to slope stability, possible structure failure, etc.



## SECTION 2 .

# SUMMARY OF FINDINGS





## Section 2

### SUMMARY OF FINDINGS

The City of Carlsbad contracted with Burkland and Associates, Engineering Geologists, for the preparation of a geotechnical report and related maps. Burkland and Associates' responsibility was to gather and evaluate the geologic and seismic characteristics of the Carlsbad study area.\* The data is provided in the report, "Geotechnical Investigations for General Plan Revisions, Carlsbad, California", and is on file in the City Planning Department. Assistance was also provided by a Citizen and Professional Advisory Committee on Geology and Seismic Safety. This background forms the basis for the policies and implementation program recommended in Section 4.

The following summary findings were presented by Burkland and Associates based on their research, study, and evaluation of the Carlsbad study area:

1. On the basis of existing geotechnical information, approximately 85% of the study area could be utilized for urban activity following routine geotechnical investigations of individual development sites.\*\*

---

\* See map, pg. 8, Carlsbad Study Area

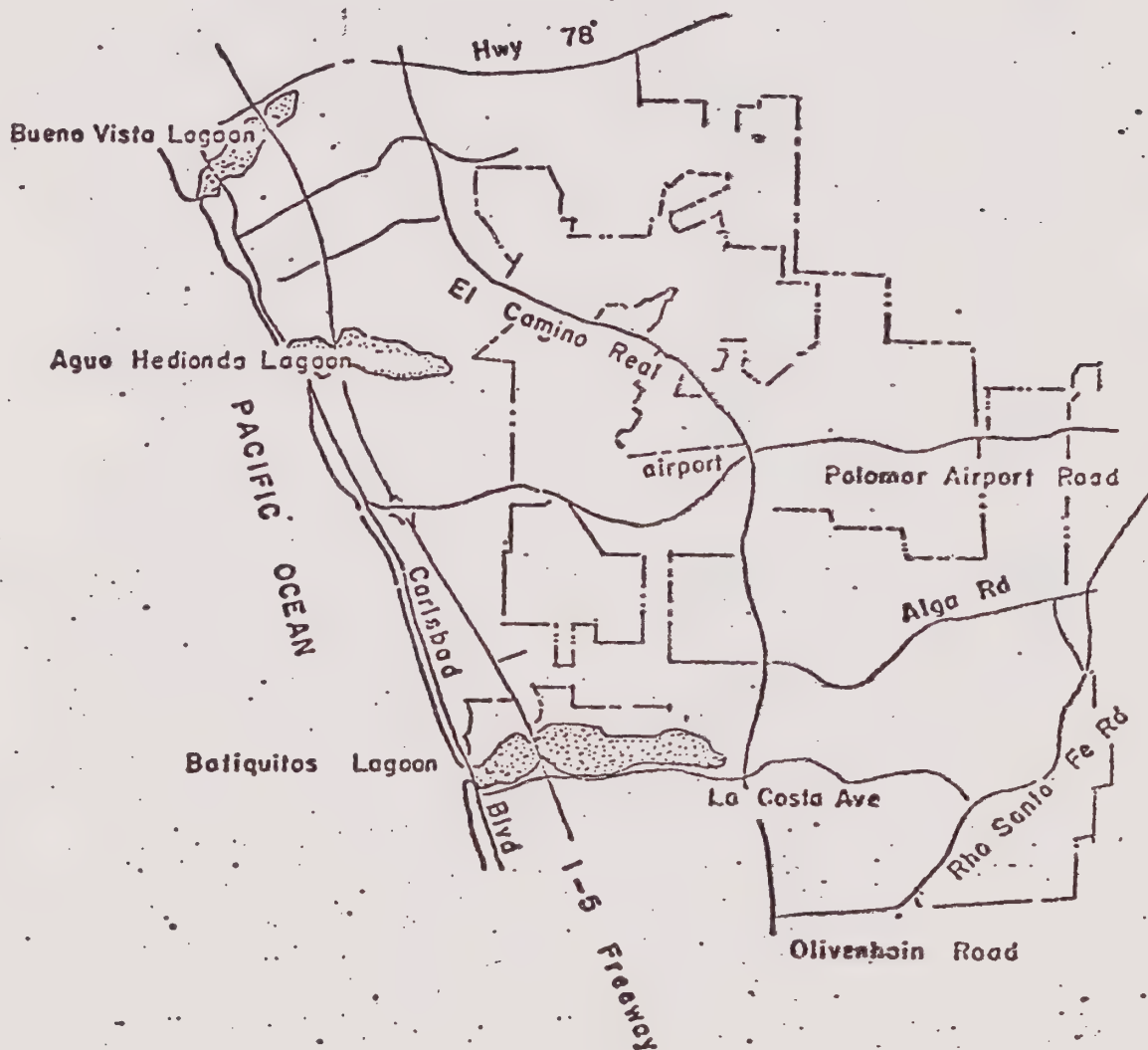
\*\* Percentages stated throughout the findings are estimates of general geographic distribution, and are based on available data.



2. About 15% of the study area has geologic conditions which would require that detailed geotechnical investigations be conducted at individual development sites to determine feasibility for urban use.
3. There are no known active faults in the study area. There are at least six faults in the study area which have not yet been investigated for potential activity.
4. Erosion and siltation are existing geotechnical problems.
5. Potential geotechnical problems include slope instability, excavation of hard rock, drainage, flooding, compressible soils, and secondary seismic effects.
6. Those portions of the study area underlain by deep, soft, saturated soils are susceptible to the seismic hazards of liquefaction, lurch cracking, lateral spreading and local subsidence.
7. The beach areas are susceptible to the seismic hazard of tsunami, and the lagoon areas are susceptible to the seismic hazard of seiche.
8. No Special Studies zones as required by the Alquist-Priolo Geologic Hazards Act have been delineated within the City by the State Geologist, and, based on the information developed in this study, none are expected.

A more detailed analysis of the geotechnical problems of the Carlsbad study area is presented in Appendix A. The majority of the information presented is based on the geotechnical report prepared by Burkland and Associates.





CARLSBAD STUDY AREA



## SECTION 3

# GOAL & OBJECTIVES





### Section 3

#### GOAL AND OBJECTIVES

##### Goal

- The Geologic and Seismic Safety Element goal is to minimize the loss of life, injury to health, and destruction of property in the City of Carlsbad by implementing necessary planning and development policy recommendations that give consideration to potential geologic and seismic occurrences and their long range impact on the community.

##### Objectives

- To accomplish the above goal, the following general objectives outline overall programs:

1. Establish a project review process that allows consideration of seismic and geologic hazards at the earliest possible point in the development process, preferably before comprehensive engineering work has commenced.
2. Develop a program to identify existing hazardous structures in the City of Carlsbad. These structures shall be abated or modified within a reasonable period of time, or their usage or occupancy modified when loss of life is a factor.
3. Sponsor a public information program in cooperation with the County of San Diego to increase public awareness of geologic and seismic hazards.
4. Institute policies and programs that observe physical constraints in the City of Carlsbad regarding seismic and geologic problems and integrate them into the planning and development review process.



## SECTION 4

POLICIES, GUIDELINES, ACTION  
PROGRAM



## Section 4

### POLICIES, GUIDELINES & ACTION PROGRAMS

The following policies, guidelines, and action programs are deemed necessary to carry out the goal and objectives of the Geologic & Seismic Safety Element. Basically, they are aimed at reducing the risks associated with seismic and geologic hazards as identified in this element.

#### Policies

1. It shall be the policy of the City of Carlsbad to utilize the guidelines contained in the Geologic & Seismic Safety Element when reviewing development proposals to determine the presence of any geologic and/or seismic problems; and to make recommendations for appropriate mitigative measures at the earliest possible point in the development review process.
2. It shall be the policy of the City of Carlsbad to follow through with the action programs outlined in the Geologic & Seismic Safety Element as soon as possible by adopting a work program, and by establishing priorities and time schedules for implementing the programs.

#### Guidelines

1. Appraisal of Individual Development Projects:
  - a. The City Engineer may waive soils report requirements if other reports and/or investigations conducted in the vicinity of the development site have indicated the soils conditions are stable and further investigations are not necessary. Routine soils reports shall be conducted at all development sites prior to grading or construction unless, Map #6, (Land Use Feasibility) contained herein, or specific conditions known to the City Engineer, requires a more specific or detailed geologic investigation.
  - b. Detailed geologic investigations shall be conducted at sites where the construction of critical structures (high occupancy structures and those which must remain in operation during emergencies)





and structures over four stories are under consideration.

- c. The maps contained in Appendix D (Seismic Hazards, Geotechnical Hazards, and Land Use Feasibility), in addition to Table III, page 29 of the Appendix, shall be used as generalized guidelines in determining the type of geotechnical report to be required as well as the extent of the report.
- d. Section 11549.5 (c,d)<sup>\*</sup> of the Business and Professional Code makes a provision that subdivision maps may be denied if a project site is not physically suitable for either the type or density of a proposed development. This provision should be enforced, where applicable, based on information contained in the Geologic & Seismic Safety Element.

## 2. Evaluation of Slope Stability in the Development Review Process:

- a. A qualified professional shall review grading plans and inspect areas of excavation during and after grading to evaluate slope stability. It is imperative in areas of known landslides to ascertain slope stability before and after development. The following determinations should be made in cases where known landslides exist: depth to slide plane, rock types, presence of clay seams, ground-water conditions, stability under earthquake conditions.
- b. Areas where slope stability is a problem shall be investigated and evaluated by qualified professionals on an individual basis, and appropriate remedial measures taken. Table I, page 13 of the Appendix, which relates development activities to slope stability problems, shall be used as a guideline for determining appropriate remedial measure(s).

## 3. Measures to Alleviate and Remedy the Problems of Erosion and Siltation in the Development Review Process:

- a. Investigation and evaluation of individual proposed building and development sites will be necessary to determine which measure(s) will be most appropriate in each situation. The following are recommended guidelines to reduce the rates and effects of erosion and siltation:

(1) leave soil and vegetation undisturbed, wherever possible

\* (Effective March 1, 1975, the section number will be changed to 66474 c,d)





- (2) contour and plant slopes
  - (3) chemically treat soils to increase stability and resistance to erosion
  - (4) construct retaining structures on slopes
  - (5) construct weirs and check dams on streams
  - (6) open lagoons to the ocean
  - (7) construct silt traps and settling basins in drainage systems
  - (8) construct protective structures along the base of sea cliffs
- b. Surface water should be diverted away from cut and fill slopes in the La Jolla Group rocks and soils because of their susceptibility to erosion. Silt traps and settling basins should be provided down-slope of any grading and construction in the La Jolla Group, if deemed necessary by the City Engineer. (See Appendix, page A-6).

#### 4. Consideration of Seismic Design in Construction:

- a. Individual project structural engineers should be aware of the ground response characteristics of the site in their design and construction specifications.
- b. When critical structures (high occupancy structures and those which must remain in operation during emergencies) are being considered, geotechnically qualified professionals should make recommendations regarding appropriate design criterion.
- c. Critical structures shall be prohibited directly across known fault locations.

#### Action Programs

##### 1. Review and Revision of Development Regulations and Procedures:

- a. All applicable City codes, ordinances, and policies shall be reviewed and revised, where necessary, to insure compatibility with the Geologic & Seismic Safety Element. e.g. grading ordinance, environmental protection ordinance



- b. Procedures shall be established to efficiently process required geotechnical reports. All reports dealing with geology should be produced, reviewed, and approved by geotechnically competent persons. However, only in those cases where City staff cannot adequately review and assess geologic reports should outside consulting help be sought.

2. Preparation of Application for National Flood Insurance:

The City of Carlsbad shall undertake a program as soon as possible for the mapping of all flood plain and flood-way areas within the study area. In addition, an application shall be prepared for the National Flood Insurance program. Flood plain overlay zoning shall be applied to appropriate areas within the City.

3. Dangerous Buildings Abatement Program and Related Public Information Dissemination:

- a. Existing hazardous structures shall be posted as soon as possible with appropriate bilingual warning signs to adequately inform the public of the risk involved.
- b. A program to identify and evaluate existing hazardous structures shall be undertaken. This work should include the assistance of a structural engineer experienced in this field.

The following structures shall be identified:

- (1) Structures built prior to 1933;
- (2) Structures built prior to 1958, which exhibit identifiable hazard to human life;
- (3) Public buildings, especially one with emergency service potential; and
- (4) Major public utilities.

Hazardous structures shall be abated or modified when loss of life is a potential factor. If the demolition of residential structures is required, an adequate housing relocation program shall be instituted.

In addition, recommendations should be addressed to unreinforced masonry, aged and dilapidated structures and structurally unstable architectural appendages and ornaments, such as parapets or marques.



4. Collection, Maintenance, and Update of Geologic and Seismic Information:

- a. The City of Carlsbad shall expand its data base in geology and related disciplines and should, in addition, cooperate in a region-wide program, if one is established. The City's program will include the compilation of information produced through site study investigations. Study site locations shall be identified on a map as they occur. The program will, as a minimum, include the collection of soils, geologic, seismic, and environmental impact reports to be incorporated into a uniform information system or data bank.
- b. Because knowledge in the geotechnical field is rapidly expanding, the information contained in the Geologic & Seismic Safety Element should be reviewed on a regular and frequent (annual) basis. This element should be comprehensively revised every five years or when substantially new scientific evidence becomes available.
- c. Because of the generalized nature of the enclosed geotechnical maps (dated July 1973), additional geologic field reconnaissance and mapping should be undertaken.
- d. The City of Carlsbad should encourage the International Conference of Building Officials to make changes in the Uniform Building Code that will recognize the Structural Engineers Association of California Seismology Committee's recommendations and other new technology. This should be accomplished in cooperation with the County of San Diego.



# SECTION 5 - BIBLIOGRAPHY





Section  
BIBLIOGRAPHY

1. Abbott, P. L., 1963, Tertiary Marine Enbayments of the Vista Region, Unpublished Senior Research, San Diego State University.
2. Bandy, Orville L., 1951, Upper Cretaceous Foraminifera From the Carlsbad Area, San Diego County, California, Journal of Paleontology, Vol. 25.
3. Berg, Glen V., The Skopje, Yugoslavia Earthquake, (American Iron and Steel Institute: New York), 1963.
4. Blanc, R. P., 1968, Natural Slope Stability as Related To Geology, San Clemente Area, Orange and San Diego Counties, California, California Division of Mines and Geology, Special Report 98.
5. Brune, James N., 1973, Seismic Risk at Rancho San Diego, Scripps Institute of Oceanography, U. S. San Diego.
6. \_\_\_\_\_, 1973, Seismic Risk From Earthquakes in or Near San Diego, Scripps Institute of Oceanography, U. C. San Diego.
7. \_\_\_\_\_, 1973, Seismic Hazard At Henshaw Dam, Scripps Institute of Oceanography, U. C. San Diego.
8. California Department of Water Resources, 1967, Ground-water Occurrence and Quality, San Diego Region, Department of Water Resources Bulletin, Vol. 106-2.
9. \_\_\_\_\_, 1963, San Diego County Flood Hazard Investigation, Bulletin 112, Appendix A, Regional Flood Frequency Analysis.
10. \_\_\_\_\_, 1965, Hydro-logic Data, Vol. 5, Southern Cal., Appendix C, Groundwater Measurements.
11. \_\_\_\_\_, 1969, Hydro-logic Data, Bulletin 130-67, Vol. 5, Southern Cal., Appendices: A - Climatological Data, B - Surface Water Measurements, C - Groundwater Measurements, D - Surface Water Quality, E - Groundwater Quality, F - Waste Water Data.



12. California Department of Water Resources, 1971, Hydro-logic Data, Bull. 130-69, Vol. 5, Southern Cal.
13. \_\_\_\_\_, 1969, Interim Report on Study of Beach Nourishment Along the Southern California Coastline, Southern District.
14. \_\_\_\_\_, 1963, County Report No. 3, San Diego County.
15. California Division of Mines and Geology, Bulletin 198, Urban Geology, Master Plan for California, Sacramento, California, 1973.
16. California Council on Intergovernmental Relations, General Plan Guidelines, September 20, 1973.
17. Comprehensive Planning Organization, Model Seismic Safety Element, February, 1974.
18. Cooper-Clark and Associates, 1973, Geotechnical Aspects for the Proposed San Diego Region Model Seismic Safety Element for the Comprehensive Planning Organization of the San Diego Region, California.
19. Ellis, A. J., 1919, Geology and Groundwaters of the Western Part of San Diego County, U. S. Geological Survey, Water Supply Paper, Vol. 446.
20. Emery, K. O., 1941, Rate of Surface Retreat of Sea Cliffs Based on Dated Inscription, Science, Vol. 93.
21. Environmental Development Agency, 1973, Natural Resource Inventory of San Diego County, San Diego County.
22. Euge, K. M., Miller, D. G., and Palmer, L. A., 1973, Evidence for a Possible On-Shore Extension of the Rose Canyon Fault in the Vicinity of Oceanside, California, Geological Society of America Abstracts, Vol. 5, No. 1.
23. Fairbanks, H. W., 1893, Geology of San Diego County; Also Portions of Orange and San Bernardino Counties, California Division of Mines and Geology, Report of the State Mineralogist, Vol. 11.
24. Fife, D. L., Minch, J. A. and Crampton, P., 1967, Late Jurassic, Age of the Santiago Peak Volcanics, California, Geological Society of America Bulletin, Vol. 78.



- 17
25. Flawn, Peter T., Environmental Geology: Conservation, Land-Use Planning, and Resource Management, (Harper & Row: New York), 1970.
  26. Ganus, William J., 1973, Problems Related to the Evaluation of Groundwater Resources of the Crystalline Rock Area, San Diego County, California, in Association of Engineering Geologists Guidebook.
  27. Geotechnical Investigation for General Plan Revisions, Carlsbad, California, Burkland and Associates, July, 1973.
  28. Grading Codes Advisory Board and Building Code Committee, 1973, Geology and Earthquake Hazards - Planners Guide to the Seismic Safety Element, Association of Engineering Geologists, Southern California Section.
  29. Greensfelder, R. W., 1973, Crustal Movement Investigations in California, California Division of Mines and Geology, Special Publication No. 37.
  30. Hannan, Dennis L., Reconnaissance Mapping of Tertiary-Quaternary Faulting in Oceanside-Carlsbad, California, The Geological Society of America Abstract, Vol. 6, No. 3, February, 1974.
  31. Hart, Michael W., 1973, Landslide Provinces of San Diego County, California, in Association of Engineering Geologists Guidebook.
  32. Hertlein, L. G., 1954, Geology of Oceanside - San Diego Coastal Area, Southern California, California Division of Mines and Geology Bulletin, Vol. 170.
  33. Housner, G. W., 1970, Analysis of Ground Motions at San Onofre Nuclear Generating Station, April 9, 1968, Seismological Society of America Bulletin, Vol. 60.
  34. Huntington Beach, City of, Geotechnical Inputs, prepared by Leighton-Yen and Associates, February, 1974.
  35. Inglewood, City of, Seismic Safety Element, Allan Colman, Director.
  36. Jahns, R. H., 1954, Geology of the Peninsular Range Province, Southern California and Baja California, California Division of Mines and Geology, Bulletin, Vol. 170.
  37. Joint Committee on Seismic Safety to the California State Senate Legislature, Meeting the Earthquake Challenge, Parts 1, 2, 3, Final Report to the California State Legislature, February, 1974.





38. Kennedy, Michael P. and Moore, G. W., 1971, Stratigraphic Relations of Upper Cretaceous and Eocene Formations, San Diego Coastal Area, California, American Association of Petroleum Geologists Bulletin, Vol. 55.
39. Kennedy, Michael P., 1973, Bedrock Lithologies, San Diego Area, California, San Diego Association of Geologists and the Association of Engineering Geologists, 1973 Field Trip Guidebook.
40. \_\_\_\_\_, 1971, Stratigraphy and Structure of the Area Between Oceanside and San Diego, California, Geologic Road Log, University of California, Riverside, Miscellaneous Contribution No. 1.
41. Larsen, E. S., Jr., 1948, Batholith and Associated Rocks of Corona, Elsinore and San Luis Rey Quadrangles, Southern California, Geological Society of America Memoir No. 29.
42. \_\_\_\_\_, 1954, The Batholith of Southern California, California Division of Mines and Geology, Vol. 170.
43. Liska, R. D., 1964, Geology and Biostratigraphy of Letter-box Canyon, San Diego County, Unpublished Master's Thesis, San Diego State University.
44. Lung, R. and Procter, R., Editors, 1966, Engineering Geology in Southern California, Association of Engineering Geologists, Special Publication.
45. Lyle, John, Editor, 1971, The Coastal Lagoons of San Diego County, Laboratory for Experimental Design, California Polytechnic Institute.
46. McEven, R. B. and Pinckney, C. J., 1972, Seismic Risk in San Diego, Transcript of the San Diego Society of Natural History, Vol. 17, No. 4.
47. Merriam, R. H., 1951, Groundwater in the Bedrock in Western San Diego County, California Division of Mines and Geology, Bulletin, Vol. 159.
48. Miller, W. J., 1935, Geomorphology of the Southern Peninsular Range of California, Geological Society of American Bulletin, Vol. 46.
49. Moore, G. W. 1972, Off-Shore Extension of the Rose Canyon Fault, San Diego, U. S. Geological Survey Professional Paper 800-C.
50. Nichols, D. R. and Buchanan-Banks, J. M., 1974, Seismic Hazards and Land-Use Planning, U. S. Geological Survey, Circular 690.





51. Nichols, D. R., and Campbell, C. C., Editors, 1974, Environmental Planning and Geology, U. S. Department of Housing and Urban Development and U. S. Department of the Interior.
52. Nordstrom, C. E., 1973, Beach and Cliff Erosion in San Diego County, California, San Diego Association of Geologists and the Association of Engineering Geology, 1973 Field Trip Guidebook.
53. Peterson, G. L., 1970, Geology of Peninsular Ranges, California Division of Mines and Geology, Mineral Information Series, Vol. 23.
54. San Diego Coast Regional Commission, 1974, Coastal Geology and Geological Hazards, unpublished.
55. San Diego, County of, Seismic Safety Element, October, 1974.
56. San Diego, City of, Seismic Safety Element, 1974.
57. Storie, R. E., 1933, Classification and Evaluation of the Soils of Western San Diego County, California Agricultural Experiment Station Bulletin, Vol. 552.
58. Tri-Cities, Seismic Safety and Environmental Resources Study for the General Plan, El Cerrito, Richmond, and San Pablo, California, September 1, 1973, Dean Armstrong, Project Director.
59. U. S. Army Corps of Engineers, 1957, Oceanside, Ocean Beach, Imperial Beach and Coronado, San Diego, California, Beach Erosion Control Study, 84th Congress, Second Session, House Document No. 399.
60. \_\_\_\_\_, 1966, Technical Report No. 4, Shore Protection Planning and Design.
61. \_\_\_\_\_, Los Angeles District, July, 1973, Floodplain Information for Buena Vista Creek, Pacific Ocean to Vista, San Diego County, California.
62. \_\_\_\_\_, Los Angeles District, July, 1973, Floodplain Information for Agua Hedionda Creek, Pacific Ocean to Buena, San Diego County, California.
63. \_\_\_\_\_, Los Angeles District, April, 1971, Floodplain Information for San Marcos Creek and Vicinity of San Marcos, San Diego County, California.



64. U. S. Department of Agriculture, Soil Conservation Service Soil Survey for the San Diego Area, California, December, 1973.
65. U. S. President, Office of Emergency Preparedness, Disaster Preparedness, Supt. of Documents, #4102-0006, 1972.
66. Vaughan, T. W., 1932, Rate of Sea Cliff Recession on the Property of the Scripps Institute of Oceanography at La Jolla, California, Science, Vol. 75.
67. Woodford, A. O., 1925, The San Onofre Breccia, University of California Publications in Geological Sciences, Vol. 15.
68. Woodward-Gizienski & Associates and F. Beach Leighton & Associates, Seismic Safety Study for the City of San Diego, May 17, 1974.
69. Ziony, J. I., and Buchanan, J. M., 1972, Preliminary Report on Recency of Faulting in the Greater San Diego Area, California, U. S. Geological Survey, Open File Report No. 1.



# SECTION 6 - APPENDICES



## Section 6

## APPENDIX A

## GEOTECHNICAL INVESTIGATIONS

The geotechnical background information presented in this section was prepared primarily by Burkland and Associates, Engineering Geology consultants. The data upon which their information is based were obtained in the following manner:

1. Research and review of pertinent geologic, soils, seismic and geotechnical studies and maps. (Refer to #27, Bibliography).
2. Studies of stereo aerial photographs, including black and white, color, high altitude color and false-color infrared,  
27  
and satellite photography.
3. Surface reconnaissance of the study area, with particular attention given to areas with existing and potential geotechnical problems.
4. Consultation with geotechnical experts acquainted with the problems of the study  
27  
area.





## Section 6

## APPENDIX A

1. Descriptive Geology

## a. Topography

The study area can be divided into three distinct topographic areas. The beach comprises less than 1% of the City, and the terrace about 30%. Approximately 70% of the City consists of rolling hills.

The beach is very narrow. Its width does not exceed 500 feet, and is generally less than 200 feet. Approximately a third of the coastal boundary, from Batiquitos Lagoon to Palomar Airport Road, is sea cliffs which range from 40 to 60 feet high.

The terrace gently and uniformly declines in a westerly direction. Maximum elevation ranges from about 40 feet in the west to about 400 feet in the east. The terrace is cut by the channels of four west-draining streams, three of which empty into lagoons. A fifth west-draining stream does not cut the terrace, but empties into one of the lagoons.

In the area of rolling hills, elevation ranges from about 100 feet to about 1,000 feet, but 80% of the area is less than 500 feet. Greatest relief is along the eastern



boundary of the study area. Here the hills are steepest, with sharp, incised drainage divides.

b. Geologic Units, Rock Types and Soils

Map 1 GEOLOGY and Map 2 SOILS delineate the generalized geologic and soils units occurring in the study area.\* The legend and table on each map identify the general characteristics of the units. These maps are for reference use only. They should not be used as substitutes for geotechnical investigations at proposed development sites.

(1) Santiago Peak Volcanics (Jmv)

(They are sometimes referred to as the Black Mountain Formation) These metavolcanic rocks occur predominantly in the eastern portion of the study area, particularly in the southeast corner, and also in the central and northern portion. They are fine to coarse grained, light greenish-grey to black in color, generally occur in outcrops on the surfaces of rounded hills, and are locally highly fractured.

These rocks weather to light brown to red-brown rocky silt loams (SIL) containing all sizes of boulders. These soils are usually less than 10 feet deep, and are often expansive, that is, they expand in the presence of moisture.

---

\* These maps are available in the Carlsbad City Planning Department



## (2) Green Valley Tonalite (Kto)

This is a grey medium-grained igneous rock which occurs in the eastern and northeastern portions of the study area, where the topography is relatively rugged. There are numerous boulders and outcrops of this rock on the surface, indicating its resistance to weathering.

It weathers to reddish-brown, fine to coarse grained sandy loams (SL1 and SL2) which can be expansive. This soil is generally less than 10 feet deep, but it may locally extend to depths of 25 to 30 feet.

## (3) Granodiorites (Kgr)

These are light to medium pinkish-grey, massive, igneous rocks which occur predominantly in the rugged boulder strewn terrain of the southeast portion of the study area.

These rocks decompose into clays (Cl), rocky silt loams (SL), fine to coarse sandy loams (SL1 and SL2), and are light to dark reddish-brown. Depth is quite variable, but usually less than 10 feet. However, in some areas of highly developed fracture systems, soils may extend to depths of 30 to 40 feet or more. Some of these soils are likely to be expansive.



(4) Lusardi Formation (Ks2)

This is a massive conglomerate rock occurring mainly in the east central part of the study area. It consists of various sizes and colors of cobbles and boulders in a light reddish-brown sand matrix.

This rock generally weathers easily into light brown to red-brown, cobbly, bouldery clays (Cl), loams (Lo), loamy sands (LS1) and sandy loams (SL2). The soil mantle is generally less than 10 feet deep, and these soils are not likely to be expansive.

(5) Point Loma Formation (Ks1)

This formation is a sequence of interbedded dark grey, fine grained shales, and light buff, fine to medium grained sandstones, and buff, fine grained siltstones. It occurs mostly in the central portion of the study area. Where seen in outcrops along El Camino Real, the shale beds are usually 2 to 3 feet thick, and sandstone beds are about 6 inches to 1 foot thick.

This formation weathers to clays (Cl), loams (Lo), and loamy sands (LS1) which are fine to medium grained and vary from light brown to dark grey in color. These soils are usually less than 10 feet deep. Some of them may be expansive.





(6) Intrusive Dacite (Tv)

There is one minor exposure of this rock in the northeast corner of the study area. It has been quarried in the past.

It is a hard rock, greenish-grey in color. It weathers to a brown, fine sandy loam (SL1) which is approximately 2 to 3 feet thick, and is probably not expansive.

(7) La Jolla Group (Ts)

This is the most frequently occurring geologic unit in the study area. The predominant rock types in this Group are sandstones and siltstones which are light buff to yellow in color. The beds are generally massive, 10 to 25 feet thick. Locally, dark grey-green beds of claystones are interbedded with the sandstones. Groundwater generally occurs just above the claystones, and in landslides in this Group the slide plane is usually in the claystones.

The La Jolla Group weathers to a complex of intermixed, usually light brown to dark grey, fine to coarse grained soils. These soils include clays (Cl), loams (Lo), loamy sands (SL1), and they are usually less than 10 feet deep. Some of these soils are expansive.



(8) Linda Vista Terrace Deposits (Qt)

This geologic unit is located predominantly in the western portion of the study area, is flat lying, gently inclined to the west, and forms the mesa-like areas of the study area. The terrace deposits are reddish-brown in color, and consist mostly of loosely cemented sands and gravels with some clays. The thickness of this unit ranges from less than 1 foot in some areas, to at least 50 feet in others.

Weathering of the terrace deposits forms tan to reddish-brown clays (Cl), loams (Lo), loamy sands (LS1), gravelly loams (GL), and gravelly loamy sands (LS2). The soils are usually less than 10 feet deep. Some of them may be locally expansive.

(9) Quaternary Alluvial Deposits (Qa1)

The alluvial deposits are soils which occur in the valleys and lagoons, and along the beaches. The maximum reported thickness of this unit is 200 feet. These deposits are varied and complex in color, texture, and composition because of their various origins (ClL, Lo, LS1, Sa, SL2, Rm). Some of these soils are expansive. In general, the alluvium west of El Camino Real is much



softer and more compressible than that to the east. The upper 20 feet of alluvium in the lower reaches of the stream valleys, and in and around the lagoons, consists of compressible organic silts and sands.

### c. Surface Water and Groundwater

#### (1) Surface Water

Surface water in the study area is too meager and undependable to be considered an exploitable resource.

The Water Resources Division of the U. S. Geological Survey studied the flood potential of the streams in the study area. The areas susceptible to flooding are those underlain by alluvium, the lower reaches of the four main drainage basins, and the lagoons. These areas are shown on Map 3, FLOODING.\*

Most of the streams are intermittent, and drain into the three lagoons: Buena Vista, Agua Hedionda and Batiquitos. Only Agua Hedionda is a tidal lagoon open to the ocean. It is periodically dredged to a depth of 12 feet by the San Diego Gas and Electric Company to their facility at the mouth of the lagoon. Buena Vista and Batiquitos Lagoons contain brackish water; the degree

---

\*This map is available in the Carlsbad City Planning Department



of salinity varies seasonally with the amount of rainfall. The lagoons have been utilized in the past for sewage disposal, and the head of Buena Vista Lagoon has been artificially filled.

At the present rate of siltation, with debris originating mainly from construction projects in their drainage basins, it will be perhaps ten to twenty years before Buena Vista Lagoon and Batiquitos Lagoon are filled in, according to a report by California Polytechnic Institute in 1971. If these lagoons are to be preserved, a comprehensive program of erosion and siltation control would have to be undertaken. Recommended programs to control erosion are given in Section 5, (A) (2).

## (2) Groundwater

Data from the California Department of Water Resources indicate that the only sources of groundwater in the study are the alluvial deposits and the La Jolla Group rocks. About 80% of the groundwater is in the alluvial deposits and the remainder is in the La Jolla Group.

Groundwater is currently being used for rural domestic and agricultural purposes. Chemical analysis performed by the Department of Water





Resources (see bibliography - 8,11) show dissolved salts and minerals make the water of questionable quality for domestic use, but is considered adequate for most agricultural purposes.

Department of Water Resources data indicate that nowhere in the study area could a high yield well, one producing at least 500 gallons per minute, be developed.

## 2. Engineering Geology

a. Landslides and slope stability - The downslope movement of earth materials is a normal geologic process by which hill slopes are flattened and stream channels widened. The rate of downslope movement ranges from rapid, as in rock falls, to slow and imperceptible, as in soil creep. Almost all slopes are involved in some form of movement. Most of these movements are of little consequence, but there are areas in which slope movements pose a major geologic hazard. Recognition of areas susceptible to large scale movement, and appropriate planning and design can greatly reduce the possibility of damage to property and risk to life.



Landslide areas in the study area have been identified through studies of stereo aerial photography of various dates and scales, and field reconnaissance.<sup>27</sup> These landslide areas are mainly on the north-facing slopes along creek channels, and in almost all cases are associated with steep slopes in rocks of the La Jolla Group. (Refer to Appendix A, Section 1, Descriptive Geology, for an analysis of the characteristics of the La Jolla Group). A few landslide areas are in granitic and metavolcanic rocks where weathering has created deep soils.

Instability of natural slopes can be considered a relatively minor problem. However, slope instability is a significant problem in road cuts and other man-made slopes. Generally, small-scale slides and sloughing can be seen in most road cuts including those of unimproved roads in the eastern portion of the study area.

All areas under consideration for any kind of development, construction or excavation, should be thoroughly investigated and evaluated by engineering geologists, and soil and foundation engineers. A qualified expert should review grading plans and inspect areas of excavation during and after grading to evaluate slope stability. It is imperative



in areas of known landslides to ascertain slope stability before and after development. The following determinations should be made: depth to slide plane, rock types, presence of clay seams, groundwater conditions, stability under earthquake conditions.

Areas where slope instability is now a problem should be investigated and evaluated by engineering geologists and/or soil and foundation engineers, on an individual basis, and appropriate remedial measures taken. Table I, page 17 relates development activities to slope stability problems and indicates remedial measures.

b. Erosion - Erosion is a normal geologic process whereby earth materials are loosened, worn away, decomposed or dissolved, removed from one place and transported to another, sometimes many miles from their source. Precipitation, running water, waves, temperature, and winds are all agents of erosion. Ordinarily, erosion proceeds so slowly that it is imperceptible; but, when the natural equilibrium of the environment is changed, the rate of erosion can be greatly accelerated. This can create aesthetic as well as engineering problems, although not necessarily posing a threat to life or property.

There are three major erosion problems in the study area. They are: (1) accelerated erosion in the soft rocks of the La Jolla Group; (2) siltation of the lagoons; and (3) beach and sea cliff erosion.



TABLE I - SLOPE STABILITY RELATED TO DEVELOPMENT

DEVELOPMENT ACTIVITY	POTENTIAL STABILITY HAZARDS	MEASURES TO MINIMIZE STABILITY HAZARDS
Excavation and Grading	undercut slopes oversteepened slopes fill placed on slopes placement of uncompacted fill	minimal excavation and grading wherever possible cut and fill slopes 2:1 or flatter depending on analysis of local conditions key compacted fill into underlying materials
Removal of Vegetation	increased saturation of soils and rocks increased surface runoff accelerated erosion and sedimentation	leave vegetation intact wherever possible plant appropriate vegetation on slopes and cleared areas
Alteration of Drainage	natural drainage concentrated in restricted areas concentrated rainfall runoff from impervious surfaces (roofs, pavements, etc.) resulting in local accel- erated erosion and sedimen- tation locally increased saturation of soils and rocks from lawn watering, septic tank leach fields, swimming pools, etc.	design around natural drainage wherever possible divert surface runoff away from slopes into natural or constructed drainage channels design drainage systems with weirs, check dams, and settling basins install subsurface drains where necessary minimal construction of impervious pavements locate leach fields, etc. away from steep slopes
Construction	inappropriate location of buildings, swimming pools, etc.	design and locate structures in accordance with properties of underlying soils and rocks, considering weight loading and water saturation effects locate structures away from steep slopes





The soft rocks of the La Jolla Group are fine-grained, friable and poorly cemented. These characteristics make them highly susceptible to accelerated erosion. In areas where underlying soil and vegetation have been removed, such as in road cuts and excavations, and where these rocks have been exposed to high intensity rainfalls, a "badlands" topography has been developing. Badlands topography is characterized by the formation of an intricate maze of narrow ravines, and sharp crests and pinnacles. Where La Jolla Group rocks have been used as fill material, and vegetal cover is absent or inadequate, they have been subject to accelerated erosion and the development of badlands characteristics.

Eroded materials are transported through natural and artificial drainage channels, into stream channels and finally into the lagoons. Silt carried into the lagoons remains suspended in the water for some time where it constitutes a pollutant, altering the normal balance of plant and animal life. It eventually settles to the bottom where it alters bottom contours and decreases the depth of the water.

San Diego Gas & Electric Company dredges the outer lagoon of Agua Hedionda Lagoon every 3 to 4 years to have access to adequate quantities of cooling water. Ten to twenty years ago, dredging was necessary only every 6 to 8 years.<sup>45</sup> This is partially due to the increased volume of cooling water being used by SDG&E.

Field reconnaissance revealed a lack of erosion control measures in areas under development or



recently developed. At present there are no regulatory controls over the problems of erosion and siltation.

In the normal erosion/deposition cycle of the California coast, storm waves carry beach sand out to sea from October to April, and it is redeposited by longshore currents from April to October. The sand supply is also partially replenished by streams carrying sediments into the coastal area.

In recent years, coastal erosion has continued unabated while deposition has been severely altered. Breakwaters and jetties which have been constructed along the coast break up longshore currents and prevent the deposition of sand on beaches. The closing off of lagoons, and the construction of dams on streams has diminished the amount of stream-borne sediments available for beach building.

Since 1960, the beaches of the study area have been lowered approximately three feet. 20,32,59,60,66 The loss of beach sand, which would ordinarily serve to diminish the force of storm waves, has allowed accelerated erosion of the sea cliffs by storm waves. The rate of sea cliff retreat in the study area is estimated to be between 1 and 1 1/2 feet per year.<sup>52</sup>

There are several measures which can be taken to alleviate and remedy the problems of erosion and siltation. Investigation and evaluation of individual affected areas and proposed building and development sites would be necessary



to decide which measure(s) would be most appropriate in each situation. The following measures can be employed to reduce the rates and effects of erosion and siltation:

1. Leave soil and vegetation undisturbed wherever possible
2. Contour and plant slopes
3. Chemically treat soils to increase their stability and resistance to erosion
4. Construct silt traps and settling basins in drainage systems
5. Construct weirs and check dams on streams
6. Construct retaining structures on slopes
7. Open up lagoons to the ocean
8. Construct protective structures along base of sea cliffs

Beach erosion is a highly complex problem for which no general remedies can be prescribed. The situation at each beach would have to be thoroughly investigated before corrective measures could be recommended.

c. Excavation characteristics of rocks and soils - The rocks and soils of the study area can be divided into two distinct groups according to their excavation characteristics. The first group occurs in about 85% of the study area and consists of the La Jolla Group, Linda Vista, Terrace Deposits, Lusardi Formation, Point Loma Formation, and Alluvium. (Refer to Appendix A, Descriptive Geology) The second group occurs in about 15% of the study area and consists of hard igneous and metamorphic rocks and their residual soils.



All of the rocks and soils in the first group can be excavated with ordinary earth moving equipment. Locally, in the Lusardi Formation and Point Loma Formation, hard rock may be encountered that would require hard rock excavation techniques. The only major geotechnical problem to be encountered in this group is the necessity of providing appropriate drainage structures for groundwater and surface water. Slope instability is a relatively minor problem in excavations in this group.

The La Jolla Group rocks and soils are susceptible to accelerated erosion, therefore, surface water should be diverted away from cut and fill slopes in this material. Silt traps and settling basins should be provided down-slope of any grading and construction in the La Jolla Group.

It has been customary engineering practice to strip shallow Terrace Deposits during grading, thereby exposing the underlying La Jolla Group rocks. In this case, the precautions indicated above for control of drainage and erosion would apply.

In the Alluvium, shallow groundwater occurs in the lagoon areas and lower alluvial valleys. In some places, shoring or other specialized techniques would be needed during excavation. Adequate drainage would have to be provided for excavation and construction in these areas. Provision should be made for control of surface water, including the possibility of flooding in the lower alluvial







valleys. The existence of soft compressible soils in the lower alluvial valleys and areas around the lagoons would cause fills to be subject to settlement.

The rocks of the second group are generally hard, and require ripping and blasting to excavate. Trenching for utility lines is difficult and costly, and mass grading is usually not feasible. In some areas, particularly in granites, weathering has decomposed these rocks into soils for a considerable distance below the surface. The existence of these soils would create stability problems in cut slopes. Except where deeply weathered soils occur, steep slopes would generally be stable, as long as naturally occurring planes of weakness in geologic structures are not undercut. Boulders are very common in areas of deeply weathered soils. They would require blasting for removal during excavation.

In all cases, investigations should be conducted by engineering geologists and soil and foundation engineers, at individual development sites prior to excavation.

3. Seismic Hazards - Refer to Seismic Hazards Map, Appendix D

a. Faults and Earthquake History - There are no proven active faults in the study area. An active fault is one along which there has been displacement during the last 11,000 years. There are at least six faults in the study area which have been located and mapped through analysis of aerial photographs and geologic field reconnaissance.<sup>27</sup> These faults would have



to be thoroughly investigated to determine whether they are active, inactive, or potentially active. An inactive fault is one along which there has been no displacement for at least 3 million years. A potentially active fault is one along which there has been displacement during the last 3 million years, but not during the last 11,000 years, and along which there may be displacement in the future.

There is one potentially active fault within a radius of 25 miles of the study area. It is the Rose Canyon Fault, approximately 5 miles offshore.<sup>49</sup> It has been suggested that the Rose Canyon Fault is a part of a zone of faulting which includes the Newport-Inglewood Fault and the Vallecito and San Miguel Faults in Baja California. The Newport-Inglewood Fault was the source of the 1933 Long Beach earthquake (magnitude 6.3). Epicenters of earthquakes in the range of Intensity V to VI have been located near the Rose Canyon Fault System. (Refer to Table II, for intensity effects.)

At this time, published studies have not determined if the Rose Canyon Fault is part of a larger fault which extends continuously for 140 miles, or whether it is one of the several shorter faults. If this hypothesis is confirmed that the Rose Canyon Fault is part of the larger fault system, there is a major cause for concern.<sup>55</sup>

There are four major active fault zones within 100 miles of the study area. They are the Elsinore, Agua Caliente, San Jacinto and San Andreas Fault Zones. The energy of even a high magnitude (7.0 or greater) earthquake centered on



any of these faults would be attenuated by the time it reached the study area. However, the study area is susceptible to damage from secondary seismic effects. The extent of the effects would depend on the response period of the structure and its site. Table II, following, indicates the approximate relationship of earthquake magnitude to earthquake intensity.

The threat of damage from earthquakes on the Rose Canyon Fault and the most distant faults can be minimized if certain precautionary measures are taken. Routine geotechnical investigations including generalized evaluations of seismic hazards should be conducted at all proposed development sites (See Table III, p. 33). In addition, detailed investigations should be conducted at sites where the construction of critical structures (high occupancy structures and those which must remain in operation during emergencies) or structures over four stories are under consideration. Individual project structural engineers should be aware of the ground response characteristics of the site in their design and construction specifications for all improvements. Critical structures should be designed to withstand the effects of a 7.0 or 7.5 earthquake centered on the Rose Canyon Fault. For other structures a 6.5 earthquake on that fault can be considered by design criterion earthquake.

b. Description and Assessment of Primary and Secondary Seismic Effects - Seismic effects are classified as primary





# MODIFIED MERCALLI INTENSITY SCALE

I	Not felt except by very few under especially favorable conditions.	
II	Felt only by a few persons at rest, especially on upper floors of buildings. Delicately suspended objects may swing.	
III	Felt quite noticeably indoors, especially on upper floors of buildings, but many people do not recognize it as an earthquake. Standing motor cars may rock slightly. Vibration like passing of truck. Duration estimated.	3
IV	During the day felt indoors by many, outdoors by few. At night some awakened. Dishes, windows, doors disturbed; walls make creaking sound. Sensation like heavy truck striking building. Standing motor cars rock noticeably.	4
V	Felt by nearly everyone; many awakened. Some dishes, windows, etc. broken; a few instances of cracked plaster, unstable objects overturned. Disturbance of trees, poles and other tall objects sometimes noticed. Pendulum clocks may stop.	5
VI	Felt by all; many frightened and run outdoors. Some heavy furniture moved; a few instances of fallen plaster or damaged chimneys. Damage slight.	6
VII	Everybody runs outdoors. Damage negligible in buildings of good design and construction; slight to moderate in well-built ordinary structures; considerable in poorly built or badly designed structures; some chimneys broken noticed by persons driving motor cars.	7
VIII	Damage slight in specially designed structures; considerable in ordinary substantial buildings with partial collapse; great in poorly built structures. Panel walls thrown out of frame structures. Fall of chimneys, factory stacks, columns, monuments, walls. Heavy furniture overturned. Sand and mud ejected in small amounts. Changes in well water. Persons driving motor cars disturbed.	8
IX	Damage considerable in specially designed structures; well designed frame structures thrown out of plumb; great in substantial buildings, with partial collapse. Buildings shifted off foundations. Ground cracked conspicuously. Underground pipes broken.	
X	Some well-built wooden structures destroyed; most masonry and frame structures destroyed with foundations, ground badly cracked. Rails bent. Landslides considerable from river banks and steep slopes. Shifted sand and mud. Water splashed (slopped) over banks.	

EARTHQUAKE MAGNITUDE (RICHTER SCALE)

TABLE II - APPROXIMATE RELATIONSHIP OF EARTHQUAKE MAGNITUDE TO INTENSITY





and secondary. The primary effect is ground rupture, also called surface faulting. Secondary effects are the results of ground motion during an earthquake. Those relevant to the study area are liquefaction, lurch cracking, lateral spreading, local subsidence, landslides, structural damage due to ground vibration, seiche, tsunami, and regional subsidence and uplift.

Primary effects are caused by movement along an active fault. These movements can be sudden and severe as in an earthquake, or slow and imperceptible as in fault creep. Movement on a fault can be horizontal, vertical, or a combination of both. Usually the width of a ground rupture zone is less than 20 feet in rock, but can be up to 60 feet in soft, saturated soils.

Surface faulting tends to occur along lines of previous faulting. There are no known active faults in the study area. The six faults which have been located and mapped through studies of aerial photographs, and geologic field reconnaissance should be thoroughly studied and evaluated for their potential for ground rupture before any construction is undertaken in their vicinity. Critical structures should not straddle these faults, unless geologic investigations conclude that they would be no hazard to such structures.

Secondary effects pertinent to the study area are liquefaction, lurch cracking, lateral spreading, and local subsidence of soils (sometimes collectively referred to



as ground failure), landslides, vibrational damage, seiche, tsunami and regional subsidence and uplift. Ratings of potentials for secondary effects are provided only to indicate relative likelihood of occurrence during an earthquake. More precise determination should be made by appropriate geotechnical investigations at proposed development sites.

Liquefaction is a mechanism of ground failure. Soil liquefaction is defined as the transformation of a granular material from a solid into a liquefied state as a consequence of increased pore-water pressures.<sup>55</sup> It is caused by seismic vibration of fine sand or silt which is saturated with water. There are limited areas which must be considered potentially subject to liquefaction. They are the alluvial areas west of El Camino Real, the areas in and around the lagoons, and the areas along the beaches.

Lurch cracking is the development of all types and sizes of fissures in the ground due to ground motion during an earthquake. Sand boils and mud volcanoes often accompany lurch cracking as groundwater is forced toward the surface. The alluvial areas west of El Camino Real, the areas in and around the lagoons, and the areas along the beaches are considered potentially subject to lurch cracking.

Lateral Spreading is the movement of loose soils over low-angle slopes into open areas during an earthquake. The alluvial areas west of El Camino Real, the areas in and around the lagoons, and the areas along the beaches are considered to be potentially subject to lateral spreading.



Local subsidence can occur during an earthquake when water is driven out of saturated soils causing them to become more compact. The alluvial areas west of El Camino Real, the areas in and around the lagoon, and the areas along the beaches are considered potentially subject to subsidence.

Landslides, the movement of a mass of rock and/or soil down a hillside or steep slope, and falls of loose rocks and soils, can result from ground shaking during an earthquake. Failures are common in old landslides and oversteepened slopes such as roadcuts, building sites, sea cliffs, and stream-cut canyons.<sup>55</sup> The weathered soils of the hard rock areas and the slopes of the La Jolla Group are considered potentially subject to landsliding problems.

Structural damage due to ground vibration is caused by the transmission of earthquake vibrations from the ground into the structures. The variables which determine the extent of damage are (1) the characteristics of the underlying soils and/or rocks; (2) the design of the structure; (3) the quality of materials and workmanship used in construction; (4) the location of the epicenter and magnitude of the earthquake; and (5) the duration and intensity of ground shaking. The potential for structural damage due to ground vibration in the study area is greatest in areas underlain by deep, soft, saturated alluvial soils and least in areas of hard bedrock.

A seiche is an oscillating wave in an enclosed or restricted body of water generated by ground motion during





an earthquake. It can cause overflow of a lake, reservoir, or lagoon. At this time, however, there is no imminent danger from seiche hazards.

A tsunami is a high ocean wave generated by a submarine earthquake or volcanic eruption. Such an event anywhere in the Pacific Ocean could threaten inundation of the beaches and lagoons in the study area with waves up to 10 to 15 feet high.

Under Public Law 80-373/August 1974, the National Oceanic and Atmospheric Administration through the National Ocean Survey, maintain a tsunami warning system.<sup>65</sup>

At this time, based on available studies, it is questionable whether movement along the offshore fault system could cause a significant tsunami affecting the San Diego coastal zone. However, it is recommended that funding be made available for a study to determine the tsunami run-up for the San Diego region. Such a study might be undertaken by National Oceanic and Atmospheric Administration or by Scripps Institute of Oceanography.

Regional subsidence and uplift during an earthquake are caused by differential vertical movement along an active fault. This occurs over large areas, and the amount of subsidence or uplift is usually on the order of a few inches to a few feet. It is generally not possible to assess the hazard to individual locations; however, the study area can be expected to respond as a unit. Therefore this phenomenon is not considered to be a hazard in the study area.





Dams and Dam Failures - The sources of hazards from dams are of three major types: (1) failure of the dam structure during a seismic event; (2) overtopping caused by a landslide into the reservoir; and (3) seiching, which was described earlier.

The State Department of Water Resources is responsible for the safety of dams in California, other than those federally owned.

At present, based on available information, no hazardous conditions exist, but a complete study should be made. The Public Safety Element should observe any hazards which may be identified. Particular attention should be given to Calevaras and Squires Dam.

#### 4. Geotechnical Interpretation

- a. Geotechnical Hazards - Refer to Geotechnical Hazards Map, Appendix D

The study area can be divided into seven areas on the basis of the presence and severity of geologic and seismic hazards. These hazards can be defined as geotechnical hazards when evaluated in relation to land development.

The map delineates and the legend identifies the general hazards present in each of the seven areas, and their distribution throughout the study area. The table indicates the severity of the most significant geotechnical hazards in each of the map areas.

After routine geotechnical investigations, about 85% of the study area may be utilized for urban activity utilizing conventional engineering methods, proper design and construction procedures. The remainder of the study area consists



of areas with moderate to major geotechnical hazards. In these areas, costly detailed geotechnical investigations would have to be conducted, and expensive, specialized engineering techniques employed to achieve safe development.

b. Design and Code requirements - Current regulations concerning seismic design are summarized in the 1973 edition of the Uniform Building Code, primarily Chapters 23 and 29.<sup>56</sup> Recent earthquakes have demonstrated that these regulations may not be totally adequate with respect to the seismic conditions in Southern California and numerous revisions have, for that reason, been proposed. The most activity has been in the field of seismic consideration for structural design for buildings. The City of Carlsbad should encourage the International Conference of Building Officials to make changes in the UBC that will recognize the Structural Engineers Association of California Seismology Committee recommendations and other new technology.<sup>55</sup>

c. Land Use Feasibility - Refer to Land Use Feasibility Map, Appendix D

The study area can be divided into four areas on the basis of land use feasibility. Each area has a particular combination of geologic conditions and seismic hazards which would require that certain types of geotechnical investigations be performed in order to achieve safe development and minimize risk to life and property. (Refer to Geotechnical Hazards Map, Appendix D)



The type and depth of investigation depends in part on the type of proposed land use. The Land Use Feasibility Table indicates the type and depth of investigation suggested for the five basic types of land use considered to be reasonably representative of all potential development. The basic types of land use are: high rise (over four stories), residential, heavy industry, light industry or commercial, and critical structures. Critical structures are defined as those which ordinarily have high occupancy, such as schools and stadiums, and those which must remain in operation during any emergency, such as hospitals and police facilities.

The type and depth of investigation also depends on the need to determine the precise nature and severity of geologic and seismic hazards. Geologic conditions can vary considerably from one site to another within an apparently homogeneous area. Recommendations for geotechnical investigations can only be made on the basis of individual professional determination at individual sites.

Table III, following, gives examples of routine and detailed investigation procedures in relation to particular geotechnical problems as they may occur at individual sites. It is not complete, and is intended to serve only as a guideline.





SUGGESTED INVESTIGATION

SITE  
PROBLEM

ROUTINE

DETAILED

Erosion Control

erosion  
siltation

drainage control  
landscaping

In addition to items under routine:  
erosion rates of rocks or soils  
siltation control

Engineering Geologic

faults  
landslides  
slope  
stability  
grading  
excavation  
drainage  
groundwater

reconnaissance of site  
review literature and maps  
prepare generalized geologic  
map  
drainage control  
review grading plans  
inspect during grading  
prepare "as built" geologic  
map

In addition to items under routine:  
photogeologic study  
prepare detailed geologic map  
determine subsurface structure  
analyze - fault potential, ground-  
water conditions, slope stability

Flooding Potential

flood

U.S.G.S. Water Resources  
Division, flood maps

determine flood potential based on  
100 year or 1000 year storms  
analyze drainage basin characteristics

Geophysical Investigation

hard rock  
excavation

seismic surveys to determine  
applicable excavation  
techniques

same as routine

Oceanographic

beach and  
sea cliff  
erosion  
tsunami

U.S. Corps of Engineers, beach  
and sea cliff erosion data  
U.S. Coast and Geodetic Survey,  
tide, current and storm data  
California Division of Mines,  
tsunami hazard maps

In addition to items under routine:  
determine - longshore currents,  
maximum storm conditions, sand  
supply and movement, maximum  
wave heights, bottom topography,  
evaluate all control measures  
as to effects north and south of  
area, analyze tsunami hazard

Seismic Hazard

earthquake  
effects

generalized evaluation of  
potential primary and  
secondary earthquake  
effects

research earthquake records including  
site strong motion data  
establish maximum credible and design  
earthquakes  
geophysical investigation for micro  
tremor data and primary and shear  
wave velocities  
dynamic soil response tests  
computer analysis of dynamic response  
of soils and rocks

Soil and Foundation

soils and  
foundations

obtain soil samples from  
various depths test  
samples for - expansiveness,  
strength and bearing data,  
"K" values where needed,  
others as required  
determine groundwater levels,  
drainage, slope conditions

In addition to items under routine:  
specialized sampling  
specialized testing and analysis of  
soils - consolidation, triaxial  
testing, permeability, dynamic  
response  
recommend specialized foundation  
designs

Slope

slope  
stability

generalized analysis of  
stability based on geologic,  
soil, and groundwater data

In addition to items under routine:  
determine subsurface structure  
geologic analysis of rock structure  
and proposed slopes  
analysis of soil data for proposed  
slopes  
analyze potential seismic effects on  
slopes





APPENDIX B

GLOSSARY

- Alluvium - A general term for all sediment such as sand and gravel deposited by streams; (adjective, alluvial).
- Bedrock - Firm or coherent rock material that underlies the soil or overburden; divided geologically into three classes: igneous, sedimentary, metamorphic.
- Compressible soil - A soil susceptible to compaction under weight or pressure.
- Critical Structure - A high occupancy structure or a structure which must remain in operation during emergencies.
- Earthquake - Perceptible trembling to violent shaking of the ground, produced by sudden displacement of rocks below and at the earth's surface.
- Epicenter - The point on the earth's surface directly over the focus or point of origin of an earthquake.
- Erosion - The process whereby earth materials are loosened, worn away, decomposed, dissolved, and transported from one place to another.
- Expansive soil - A soil which has the capability of large volume changes reflecting an increase or decrease in moisture content.
- Fault - A fracture or fracture zone along which there has been movement of the two sides relative to one another and parallel to the fracture.
- Fault, active - A fault along which there has been displacement during the last 11,000 years.
- Fault, inactive - A fault along which there has been no displacement for at least 3 million years.
- Fault, potentially active - A fault along which there has been displacement during the last 3 million years, but not during the last 11,000 years, and along which there might be displacement in the future.



Flood	- Any temporary rise in stream flow or water surface level that results in adverse effects within the flood plain, including but not limited to damages from overflow of land, temporary back-water in local drainage channels, storm drains or sewers, bank erosion or channel diversions, unsanitary conditions, or other conditions of nuisance resulting from deposition of materials within or adjacent to watercourses, rise of ground-water coincident with the rise in stream flow, and the disruption of traffic circulation resulting from stream or water-course overflow.
Flood plain	- The land area adjacent to a watercourse which is subject to the overflow of flood waters.
Floodway	- The channel of a stream or other water-course and that part of the flood plain reasonably required for passage of a flood of given magnitude.
Friable	- Easily crumbled, said of rock that is poorly cemented.
Geotechnical	- Pertaining to geologic-soils-engineering studies, features, conditions or events
Ground motion	- Shaking motions of the soil or rock during an earthquake
Ground response	- The reaction of the ground to bedrock shaking
Ground rupture	- A break or fracture of the earth's surface in a fault zone; the primary effect of an earthquake.
Hard-rock	- Rock with a strong bonded structure, not readily eroded; usually requires ripping or blasting for excavation
High occupancy	- An occupant load (capacity) of 300 persons or more
Igneous rock	- The class of rocks formed by cooling and crystallization from a molten state
Intensity	- A qualitative measure of an earthquake's destructiveness, based on observed damage or effects; measured by modified Mercalli Scale



- Landslide** - The movement of a mass of earth materials down a hillside or steep slope
- Lateral spreading** - The movement of loose soils over low-angle slopes into open areas; caused by ground shaking during an earthquake
- Liquefaction** - A "quick" condition generally produced in soft saturated soils by earthquake shaking.
- Local subsidence** - Downward movement of saturated soils, caused by compaction when earthquake shaking drives water out of them.
- Lurch cracking** - The development of all sizes and types of fissures in the ground due to ground motion during an earthquake.
- Magnitude** - A quantitative measure of the total energy release of an earthquake measured by Richter Scale
- Major structure** - A major structure is defined as any structure having a capacity of 300 persons or more, a police or fire station, a school, a hospital or rest home, or any facility having the capacity to severely damage the environment if destroyed such as: dams and reservoirs, and petroleum storage facilities
- Metamorphic rock** - Those rocks which have been transformed from their previous state by heat, pressure or both
- Mud volcano** - A mound of mud ejected by the eruption of groundwater during lurch cracking
- Project** - Project means the whole of an action, resulting in physical impact on the environment, directly or ultimately, that is any of the following:
  - (a) an activity directly undertaken by any public agency including, but not limited to, public works construction and related activities, clearing or grading of land, improvements to existing public structures, enactment and amendment of zoning ordinances, and the adoption of local General Plans or elements thereof pursuant to Government Code Sections 65100 - 65700; (b) an activity undertaken





by a person which is supported in whole, or in part, through public agency contracts, grants, subsidies, loans, or other forms of assistance from one or more public agencies; (c) an activity involving the issuance to a person of a lease, permit, license, certificate, or other entitlement for use by one or more public agencies (from California Environmental Impact Report guidelines Section 15037).

- Sand boil - A mound of liquified sand ejected by the eruption of groundwater during lurch cracking
- Sedimentary rock - The class of rocks formed by the hardening of accumulated layers of sediments such as sands and clays
- Seiche - An earthquake-generated wave within an enclosed or restricted body of water such as a lake, reservoir or lagoon
- Seismic - Pertaining to earthquakes
- Seismic effects, primary - Ground rupture; breaks or fractures in the earth's surface caused by displacement in a fault zone
- Seismic effects, secondary - Earthquake effects other than ground rupture; includes earthquake-induced landslides, liquefaction, lurch cracking, and lateral spreading of soils and structural damage due to ground vibration
- Settlement - The downward movement of a soil resulting from a reduction in the voids in the underlying soil
- Siltation - The deposition of sediments in water, usually following a period of suspension
- Slope stability - The ability of a slope of soil or rock material to resist moving downhill
- Soft rock - Rock with a loosely cemented structure, generally readily eroded; can usually be excavated with conventional earth moving equipment





- Soil creep - A slow movement, also of rock fragments, down an even, gentle slope
- Surface faulting - same as ground rupture
- Terrace - A step-like landscape form created by an earlier period of erosion. Terrace deposits generally are found on the flat treads
- Tsunami - A high ocean wave generated by a submarine earthquake or volcanic eruption
- Vibrational damage - Damage to a structure caused by the transmission of earthquake vibrations from the ground into the structure
- Weathering - Disintegration, dissolving, and decomposition of earth materials at or near the surface



## APPENDIX C

### Index to State Laws Relating to Seismic Safety

#### Public Resources Code

- Section 660-662 and 2621-2625: These sections require the State Geologist to delineate special studies zones encompassing potentially and recently active fault traces. It requires cities and counties to exercise specified approval authority with respect to real estate developments or structures for human occupancy within such delineated zones. Alquist-Priolo Geologic Hazard Zones.
- Section 2700-2703: These sections require the Division of Mines and Geology to purchase and install strong-motion instruments (to measure the effects of future earthquakes) in representative structure and geologic environments throughout the state.
- Section 2750: Establishes a state mining and minerals policy, which among other things, encourages wise use of mineral resources.

#### Education Code

- Section 1502.1: This section requires that geologic and soils engineering studies be conducted on all new school sites and on existing sites where deemed necessary by the Department of General Services.
- Section 15451-15466: These sections constitute the Field Act and require that public schools be designed for the protection of life and property. These sections, enacted in 1933 after the Long Beach earthquake, are enforced by the State Office of Architecture and Construction in accordance with regulations contained in Title 21 of the California Administrative Code.

#### Health and Safety Code

- Sections 15000 et seq: These sections require that geological and engineering studies be conducted on each new hospital or additions affecting the structure of an existing hospital, excepting therefrom any story Type V buildings 4,000 sq. ft. or less in area.
- Sections 19100-19150: These sections constitute the Riley Act and require certain buildings, to be constructed to resist lateral force, specified in Title 24 California Administrative Code.

Source: San Diego County Preliminary Seismic Safety Element



- Section 17922, 17951-1798.5: These sections require cities and counties to adopt and enforce the Uniform Building Code, including a grading section (Chap. 70), a minimum protection against some geologic hazards.

#### Business and Professions Code

- Section 7800-7387: These sections provide for the registration of geologists and geophysicists, and the certification of certain geologists in the specialty of engineering geology.
- Section 11010: This section requires that a statement of the soil conditions be prepared, and needed modification carried out in accordance with the recommendations of a civil engineer.
- Section 11100-11629: These sections require studies in subdivisions to evaluate the possibilities of flooding and unfavorable soils.

#### Government Code:

- Section 8589.5: This section requires that inundation maps and emergency evacuation plans be completed for areas subject to inundation by dam failure.
- Section 65300-65302.1: These sections require that each city and county shall adopt the following elements:
  - Seismic safety element consisting of the identification and appraisal of seismic hazards including an appraisal of land-sliding due to seismic events.
  - Conservation element including the conservation, development and utilization of minerals.
  - Safety element including protection of the community from geologic hazards including mapping of known geologic hazards.





## Summary of State Legislation on Seismic Safety

### The Field Act

The Long Beach earthquake of March 10, 1933, (Richter magnitude 6.3), occurred at 5:54 p.m. on a Friday evening and destroyed or seriously damaged many buildings in that area, including almost all of the public school buildings. If the shocks had occurred during school hours, the probable loss of life among school children would have been horrifying. Realizing that much of the loss and damage could have been avoided if the school buildings had been properly designed and constructed, the state legislature adopted the Field Act, Assembly Bill 2342, which was patterned somewhat after the State Dam Act of 1929. This bill became Chapter 59 of the 1933 Statutes, and became effective as an emergency measure upon the signature of the Governor on April 10, 1933, a month after the earthquake. The Field Act was made applicable only to public school buildings and does not apply to the State colleges or universities, or to private schools.

The Field Act (Education Code Sections 15451 through 15465) assigned to the Division of Architecture in the State Department of Public Works the authority and responsibility, under police power of the State, to pass upon and approve or reject plans and specifications, and to supervise the construction of all public school buildings. It requires that an architect or structural engineer prepare the building plans and supervise the construction, and it requires continual inspection of the construction by an officially approved inspector employed by the school district. The act further provided that the division adopt building regulations as it deemed necessary and proper; it also contains provisions for the enforcement of the act. School buildings constructed under the Field Act provisions have shown consistently high performance in all earthquakes to which they have been exposed.

### The Riley Act

After the Long Beach earthquake of 1933, the Riley Act, Assembly Bill 2391 (Health and Safety Code Sections 19100 to 19170), was adopted by the California Legislature; it applied to buildings constructed after May 26, 1933. This legislation required that all buildings, except certain types of dwellings and farm buildings, be designed for a lateral force of not less than 2% of the total vertical design load.

In 1953 the lateral force requirements was revised to 3% of this load for buildings less than 40 ft. high and 2% for those over 40 ft. high. In 1965, the required lateral force design values were again revised by the legislature to reflect, by reference, those of Article 23, Part IV, Title 24 of the CAC in effect at that time. These values were essentially the same as the ones specified in the 1961 Uniform Building Code and, in general, followed most of the recommendations of the SEACC.





## State Building Standards Commission

In 1953, the State Building Standards Law was enacted (Section 18900-18917 of the Health and Safety Code) to establish the State Building Standards Commission and to adopt a single State building code compiled from regulations adopted by the various State agencies. Its purpose was to eliminate conflict, duplication, and overlap in State building regulations.

The adopted State Code is published in Title 24 of the California Administrative Code (CAC). In 1963, the lateral-force requirements of the 1961 Uniform Building Code, and the recommendations of the SEAOC were adopted and published in Title 24, CAC. In December, 1971, following a mandate by the legislature to adopt model codes by reference, the 1970 Uniform Building Code was adopted by reference as the basic regulations in Part 2 of Title 24, CAC. Exceptions to these basic regulations for public school buildings and other State building occupancies are published in Part 6 of Title 24, CAC.

### Recent Legislation

The Joint Committee on Seismic Safety has influenced the activities of many disaster-related organizations through public hearings and investigations into earthquake safety programs. Although the primary effort has been directed toward preparing the final statewide seismic safety plan, a number of items of legislation-considered too important to be delayed-have also been presented. Among the urgent items of legislation, 14 out of 26 introduced by Senator Alquist to date have been adopted into law. Of special interest are major bills covering hospital construction, strong motion instrumentation, faultline zoning, seismic safety element and emergency service structures. Outlined below is a brief synopsis of the various earthquake-related measures introduced since the committee's inception.

The following were proposed during the 1971 session of the legislature:

#### 1. Senate Bill 351-Seismic Safety Element

Status enacted (Chapter 150).

SB 351 requires that all general plans consider the following: (a) A land use element, (b) a circulation element, (c) a housing element, (d) a conservation element, (e) an open-space element, and (f) a seismic safety element consisting of the identification and appraisal of seismic hazards.



2. Senate Bill 352-Hospital Safety

Status: Died in Senate Committee on Finance; reintroduced as SB 519 and passed into law (Chapter 1130) in 1972.

SB 352 requires that plans for hospital construction or alteration be made by a structural engineer and a licensed architect. It establishes earthquake resistance for hospitals, and provides for approval of the plans and inspection of hospital construction and operation by the State Department of Public Health through its contract with the Schoolhouse Section of the Office of Architecture and Construction in the Department of General Services.

3. Senate Bill 479-Public School Siting

Status: enacted (Chapter 913).

SB 479 requires a geologic investigation of prospective sites for new schools and for additions to existing schools. Sites investigated within the last five years are exempted.

4. Senate Bill 778-Local Building Department Records

Status: Enacted (Chapter 616).

SB 778 requires that the building department of a city or county maintain as public records plans of the buildings for which that department has issued permits.

5. Senate Bill 1206-Active Faults

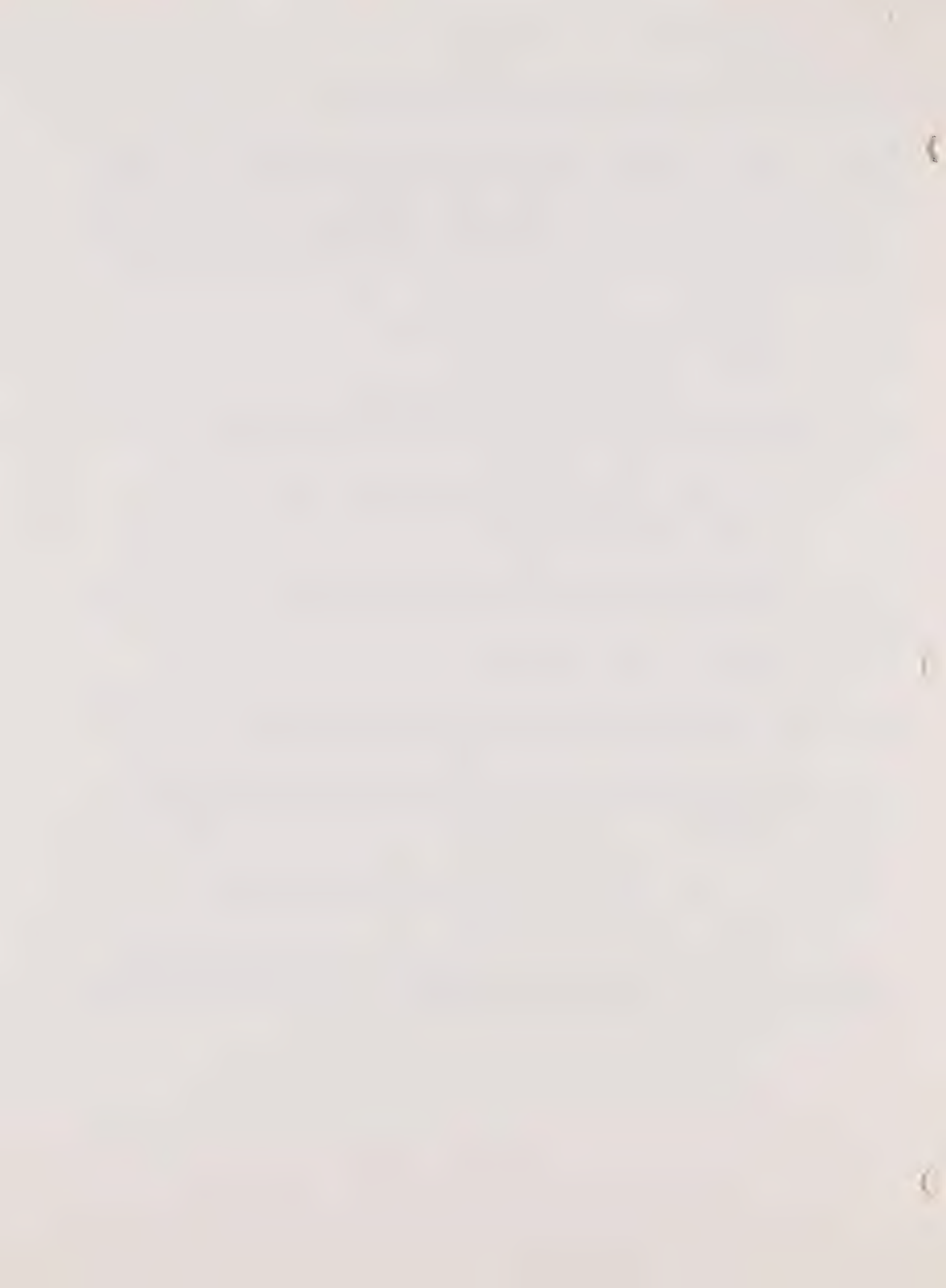
Status: Dropped in Senate Committee on Governmental Organization; reintroduced and passed into law as SB 520 (Chapter 1354) in 1972.

SB 1206 directs the State Geologist to delineate a zone along active faults and requires that all structures be constructed within that zone to be approved by the State Geologist on the basis of geologic and engineering reports.

6. Senate Bill 1374-Strong-Motion Instrumentation Program

Status: Enacted (Chapter 1152).

SB 1374 directs the California Division of Mines and Geology to organize, purchase, install and monitor instruments in representative structures and geological environments in the State.



7. Senate Current Resolution 84-State Capitol Status . .

Status: Passed (Resolution Chapter 233).

SCR 84 requests that the State Architect evaluate the safety of the West Wing of the Capitol Building and determine the costs of reconstruction to meet earthquake-resistant standards.

The following were introduced during the 1972 session:

1. Senate Bill 519/Seismic Structural Safety of Hospitals

Status: enacted (Chapter 1130).

SB 519 requires that the State Department of Public Health, through a contract with the Department of General Services, develop hospital construction standards and regulations, assume responsibility for overseeing construction, and perform structural plan-checking, and such periodic review of operating hospitals as required to assure adequate resistance to earthquake damage. It also calls for the creation of any advisory building safety board.

2. Senate Bill 520-Alquist-Prioloa Geologic Hazard Zones Act

Status: enacted (Chapter 1354).

SB 520 expands the membership of the State Mining and Geology Board and instructs that body to prepare policies and criteria for the development of designated special studies zones encompassing major active fault traces. Additional fees are charged to those applying for building permits on sites within such zones and the revenues are split by the State and local jurisdiction. The State Geologist shall prepare maps of those zones for use by local and State government.

3. Senate Bill-689 Clarification of School Building Sites Bill of 1971

Status: enacted (Chapter 332).

SB 689 makes clarifying changes in the requirements established by SB 479 (1971) concerning geologic and soils investigations for school building sites.

4. Senate Bill 895-Clarification of Strong-Motion Program of 1971

Status Enacted (Chapter 664).





SB 895 makes clarifying changes in the requirements established by SB 1574 (1971) concerning the basis for fee collection and administration by local jurisdictions of the strong-motion instrumentation program.

5. Senate Bill 896-Dam Safety

Status: enacted (Chapter 780).

SB 896 requires that owners of dams designated by the State Office of Emergency Services (OES) prepare inundation maps and submit them to appropriate local public safety agencies and OES. Local jurisdictions affected are required to prepare emergency evacuation procedures based upon such information.

6. Senate Bill 897-Assessment of Geologically Hazardous Lands

Status: Held in Senate Revenue and Taxation Committee for Interim Study.

SB 897 would establish procedures whereby property owners could obtain reduced property assessments based upon geologic reports submitted to the assessor, providing the owner agreed not to develop such property for the areas determined to be unsafe.

7. Senate Constitutional Amendment 42-Assessment Valuation

Status: held for interim study.

SCA 42 is a companion bill to SB 897. It allows the legislation to provide for reassessment of damaged property after the lien date for a given tax year.

8. Senate Constitutional Amendment 76-Legislature's Disaster Powers

Status: held in Assembly Rules Committee

SCA 76 extends to natural disasters the situations in which the legislation can convene and fill the offices of deceased members.

9. Senate Concurrent Resolution 66-Capitol Visiting Restrictions

Status: held in Senate Rules Committee

SCR 66 prohibits guided tours of the West Wing of the Capitol, prohibits entrance to the wing by persons under 18 without a waiver, and requires posting of warning signs of structural danger at entrances.





The following were introduced in 1973:

1. Senate Bill 308-Update of Cross-References in Hospital Bill of 1972

Status: enacted (Chapter 189).

SB 308 corrects code cross-references in SB 519 (1972) made inapplicable by the passage of subsequent 1972 legislation reordering the Health and Safety Code.

2. Senate Bill 424-Assessment Valuation

Status: held by author in State Revenue and Taxation Committee.

SB 424 is similar to SB 897 of 1972 and provides for immediate reassessment of damage property provided its use is appropriately revised.

3. Senate Bill 1266-Revision of Dam Safety Bill of 1972

Status: enacted (Chapter 762).

SB 1266 amends SB 896 of 1972, requiring only one inundation map at full capacity and stipulating that OES, rather than dam owners, will distribute the maps to public safety officials.

4. Senate Bill 1372-Future Emergency Services Structures

Status: will be heard in Senate Committee on Government Organizations in January, 1974.

SB 1372 provides for the development of construction regulations for future emergency services structures by the State Office of Architecture and Construction. Enforcement is at the local level. Appeals procedures are also provided for.

5. Senate Bill 1573-Mandate of Local Disaster Plans

Status: will be heard in Senate Committee on Government Organizations in January, 1974.

SB 1373 mandates local disaster plans which are now optional. OES is charged with establishing criteria and checking local plans for compliance with the State Disaster Plan. OES would report yearly to the legislature on the status of the plans.



6. Senate Bill 1574-Existing Emergency Services Structures

Status: held by author in Senate Committee on Government Organization

SB 1574 provides for bringing existing emergency service structures up to code (SB 1372) when funds are available from State and local bonds.

7. Senate Bill 1575-New Equipment in Emergency Services Structures

Status: held by author in Senate Committee on Government Organization

SB 1575, the final bill in the "Emergency Services Structures" series, forbids the installation of new Federal or State-funded communications and/or disaster equipment in any structures not meeting the standards established in SB 1372.

8. Senate Constitutional Amendment 13-Assessment Valuation

Status: held by author in Senate Revenue and Taxation Committee

SCA 13, a companion bill to SB 424, permits the legislature to establish regulations regarding assessment of damaged property.

9. Senate Joint Resolution 4-Federal Earthquake Research Funds

Status: passed (Resolution Chapter 94).

SJR 4 memorializes the President to assure Californians that Federal earthquake research funds will not be cut back due to any reorganization of Federal agencies. The bill calls for a 10 percent increase in research funding.

10. Senate Concurrent Resolution 77: Extend Life of Joint Committee

Status: passed (Resolution Chapter 190).

SCR 77 extends the life of the Joint Committee to run concurrently with this legislative session (ending December, 1974).

The following were introduced during the 1974 session:

1. Senate Bill 1729-Creates a Seismic Safety Commission

Abolishes the Building Safety Board and Strong-Motion Instrumentation Board. Reports annually to the Governor and Legislature.



2. Senate Bill 2148-Emergency Services

Exempts licensed engineers, geologists, architects and building officials from liability for services rendered during an emergency situation caused by an earthquake.

3. Senate Bill 2365-Annual General Plan Review

Requires cities and counties beginning October 1, 1975, to annually submit their general plans to the Council on Intergovernmental Relations and the Office of Planning and Research for review.









PUBLIC FACILITIES ELEMENT OF THE  
GENERAL PLAN FOR THE CITY OF CARLSBAD

I. Introduction

The City of Carlsbad is obligated by State law to adopt and implement a comprehensive general plan. In order to provide a complete and comprehensive plan for development of the community in accord with the General Plan it is essential that provisions be made for adequacy of public facilities.

II. Purpose

A substantial impact will be created on existing public facilities, including schools, as new subdivisions and other developments occur in the now undeveloped portions of the Carlsbad planning area. In addition, such development will create the need for many new public facilities. The subdivision approvals and zone changes and other approvals necessary to such development must be accomplished in accord with the General Plan. It is a basic element of the General Plan that areas planned for residential use will not be put to such a use nor zone changes or subdivision approvals considered until the City can be assured that all necessary public facilities for the area to be developed can and will be available concurrent with need. The quality of the subdivision and zoning ordinances and the manner of their administration will greatly affect the character of the future city. In order to implement this General Plan, it will be necessary to carefully administer the subdivision and zoning processes to insure that all necessary public services are made available concurrent with need.

The existence of adequate public facilities and services must be established prior to any discretionary actions by the City of Carlsbad, including, but not limited to, the enactment and amendment of the zoning ordinance, the issuance of zoning variances, the issuance of conditional use permits, and the approval of tentative subdivision maps.

III. Goal

To provide a comprehensive public services and facilities and public building program for the citizens of the City of Carlsbad now and in the future so as to insure that all necessary public facilities will be available concurrent with need in connection with the development of the City pursuant to the balance of the General Plan.

IV. Policy

Before giving approval to zoning, rezoning, development or redevelopment proposals, the public health and safety and the general welfare of the community and all its citizens require that the proponent of any such actions shall present evidence satisfactory to the City Council that all necessary services and facilities will be available concurrent with need.







SCENIC HIGHWAYS

ELEMENT

CITY OF CARLSBAD GENERAL PLAN

FEBRUARY 1975

# EXHIBIT A

Revision	Date
6-11-75	MZ
6-18-75	MZ
7-14-75	MZ
8-21-75	MZ





## City of Carlsbad

July 14, 1975

TO THE PUBLIC OFFICIALS AND CITIZENS OF CARLSBAD:


On behalf of the Scenic Highways Element Citizens Advisory Committee, I am pleased to submit to you the preliminary Scenic Highways Element of the General Plan of the City of Carlsbad. The Committee has carefully reviewed the Element and believes that it contains the policies and action programs necessary to protect and enhance the outstanding scenic and historic areas of the City visible from selected roadways.

The Committee feels that the Scenic Highways Program can, and should, be developed through the mutual cooperation of the City, property owners, and other concerned citizens for the total benefit of all. Although every street in Carlsbad should be developed with aesthetics as a consideration, the protection of the scenic routes listed in this Element will help maintain the overall scenic character of the City.

The Scenic Highways Element Citizens Advisory Committee has devoted long hours in the development of this Element. We are especially concerned with the implementation needed to achieve the goals and objective of the Element. Adoption of the Scenic Highways Element is but a first step. Without an assertive program of implementation, the Element is meaningless. This Committee recommends the adoption of this Element and strongly urges that the City actively work to carry out the recommended action programs.

I would like to express my thanks to the other appointed members of the Committee and to the many concerned citizens who worked so hard in the development of this Element. The appointed members included Sally Katich, Betty Wollrich, Allan O. Kelly and Joe Eggleston. The concerned citizens included Iva Dyche, Harry Truax, Dolores Hutflesz, Jane Skotnicki, Mary Casler and Jeannette Smale.

Respectfully submitted,

  
Col. David M. Dunne, Chairman





"The outdoors is deeply ingrained in all that is California. The history and character of our Golden State were founded and formed in our mountains and forests, by our rivers and the sea, in the broad sweep of our valleys and deserts.

To the generations that came before us the outdoor scene was so boundless that few worried about it. Now we know there are definite limitations to our resources, our funds, and the time left to assure that outdoor beauty will always be a part of California living.

Youth needs to match itself against mountains, and we who are older need to know the stillness of our own minds -- the quietness of God's hidden places. Such is the essence of deep understanding and the dignity of man's spirit.

Our children will judge whether we cared enough to preserve the splendor of the California we inherited, or stood idly by and watched its destruction.

Edmund G. Brown  
Governor of California



## TABLE OF CONTENTS

	Page No.
I. INTRODUCTION	1
A. Intent of the Scenic Highways Element	2
B. State Law - Scenic Highways Element	4
C. General Plan Relationships	5
II. GOALS OF THE SCENIC HIGHWAYS ELEMENT	6
III. POLICIES AND ACTIONS PROGRAM	7
IV. CRITERIA FOR SCENIC HIGHWAY DESIGNATION	9
V. MASTER LIST OF ELIGIBLE ROUTES	14
VI. APPENDIX	
A. Glossary of Terms	A-1



## I. INTRODUCTION

The scenic qualities and historical significance of various areas in the City of Carlsbad have been acknowledged for many years. The Scenic Highways Element of the General Plan for the City of Carlsbad seeks to continue this trend by recognizing the aesthetic characteristics of land visible from our local roadways. For example, the City of Carlsbad has been endowed with such unique scenic features as Buena Vista, Agua Hedionda, and Batiquitos Lagoons, fields of colorful flowers during certain seasons of the year, and the Pacific Ocean. In addition, there are many areas of historical significance in the Carlsbad area, such as the La Costa Adobe Ranch House ruins just off Rancho Santa Fe Road. El Camino Real, which extends through Carlsbad, approximates the stagecoach route that once connected the missions up and down the coast. In the 1700's Captain Gaspar de Portola was assigned to protect the priests on their "mission of salvation", and he had a camp in the Carlsbad area.

Many scenic and historical areas, such as the ones mentioned above, are traversed by public roads and highways that are easily accessible from anywhere in the City. From a recreational, environmental, and historical standpoint, it is important that these areas be preserved. These and other attractions along our roadways should not only be protected for us, but also for future generations who will undoubtedly place a great deal of value on such a legacy as scenic and historical land.



## A. Intent of the Scenic Highways Element

The intent of the Scenic Highways Element is to establish a Scenic Highways Program for the City with the ultimate objective of the protection and enhancement of prime scenic and historical areas along designated routes within the City. The Program established by this Element contains the following general steps:

1. Statement of Goals - The Element contains a series of goals related to the overall end results desired of the Scenic Highways Program. They are intended to form the framework for public and private decision-making.
2. Policies and Action Programs - The policies contained in the Element are intended to be a more detailed interpretation of the goals. The action programs are suggested for the achievement of the goals and policies. These programs will be initiated after the adoption of this Element and will require further public participation.
3. Criteria for Scenic Highway Designation - The Element contains criteria that should be considered during future programs when studying routes for their eligibility and/or designation.
4. Master List of Eligible Routes - The Element will contain the official list of local routes that are eligible for further study within the context of the Scenic Highways Program. Upon completion of this study, it will be decided whether or not the route should receive official designation.





The Scenic Highways Element is not designed or intended to impose unnecessary or unjustifiable restrictions on public or private property. Nor is it intended to adversely affect the value of private property. It merely establishes a program to study the eligible routes listed within the Element. Upon completion of the study, if areas have been identified as worthy of protection, numerous public hearings would be necessary to determine by what method this protection should be accomplished.

It should be noted that the study of each route requires the involvement of property owners and other concerned citizens as well as City staff. Widespread citizen support and participation is mandatory to achieve an effective Scenic Highways Program.



B. State Law - Scenic Highways Element

In 1971, Section 65302 of the California Government Code was amended to require the adoption of a Scenic Highways Element as part of all City and County General Plans, as follows:

The Plan shall include a "Scenic Highway Element for the development, establishment, and protection of Scenic Highways pursuant to the provisions of Article 2.5 (commencing with Section 260) of Chapter 2 of Division 1 of the Streets and Highways Code."

This amendment was in response to an increasing concern for the preservation of scenic, historical, and recreational resources throughout the State. In an effort to meet the objectives of this mandatory General Plan Element, the California Council on Intergovernmental Relations published guidelines to assist all local jurisdictions in the preparation of such an element. This document has been prepared following these guidelines.



## C. General Plan Relationships

There is a strong interrelationship between the Scenic Highways Element and other Elements of the General Plan. This Element is perhaps most strongly related to the Open Space and Conservation Elements because the proposed program of scenic routes will help initiate some of the goals and policies contained in those Elements. These goals and policies refer to such things as recreational uses, scenic and historical preservation, visual relief, protection of community identity, and the utilization of proper design criteria to preserve the unique and special resources in the City. Also, the scenic corridors, once established, by definition, will traverse significant natural and urban open space areas.

The relationship with the Circulation Element is fundamental because it forms the skeletal framework for the proposed network of scenic routes. The Circulation Element also discusses the establishment of the City's Bikeway Program, a possible consideration to be included within the Scenic Highways Program.

The Scenic Highways Element also relates to the Parks and Recreation Element by assisting in the development of linear recreation and scenic amenity corridors as discussed in that Element.



## II. GOALS OF THE SCENIC HIGHWAYS ELEMENT

The following goals relate to the overall end results desired of the Scenic Highways Program. They are intended to form the framework for public and private decision-making. These goals will be interpreted in more detail by a number of policies. In addition, action programs will be suggested to achieve the goals and policies of this Element. The goals of the Scenic Highways Element are:

1. To consider a system of routes that will increase both the enjoyment of, and opportunities for, recreational and cultural pursuits and tourism in Carlsbad.
2. To provide a process for the establishment of convenient and safe scenic pleasure drives and scenic routes to major recreational areas and points of historical, scenic, or cultural significance.
3. To provide multiple recreational uses, such as bikeways, roadside rests, and observation points, when appropriate, on lands within, and adjacent to, designated scenic routes, and to provide a means of coordinating scenic routes with other trail systems within the City.
4. To assist in stabilizing or increasing private property values and/or the economy of Carlsbad by preserving and adding to the present scenic and historical amenities of the City.





### III. POLICIES AND ACTION PROGRAMS

The policies below set a broad outline for action and form the basis on which more detailed development criteria can be formulated for designated scenic routes. Essentially, these policies act as a connective link between general goals and the future action programs.

Policy 1: The Scenic Highways Element shall supplement the Circulation, Open Space and Conservation, and Parks and Recreation Elements of the City's General Plan, and shall be in conformance with the policies and objectives of all City General Plan Elements.

Policy 2: The city shall implement the Scenic Highways Program established by this Element. Maximum citizen participation shall be utilized with each step of the Program.

Action Program 2.1: Utilize, and update when necessary, the criteria for scenic highway designation contained within this Element.

Action Program 2.2: Prepare a Master List of Eligible Routes within the context of this Element and include as part of the Element. Periodically review this list for possible additions or modification.

Action Program 2.3: Prepare a comprehensive corridor study for each of the routes contained in the master list.



Action Program 2.4: If the corridor study shows that the route is worthy of official designation, adopt a Specific Plan for the scenic corridor that establishes the boundaries of the corridor and sets forth development standards for the protection and enhancement of the scenic and historical features identified within the corridor.

Action Program 2.5: Upon completion of the corridor study and Specific Plan, apply protective overlay zoning (i.e. Scenic Preservation or Qualified Overlay Zones) to all affected properties within the corridor. Where it is determined that the implementation of the Specific Plan would have a significant adverse effect on any private property, the City should make every effort to acquire the property and/or development rights in a fair and just manner.

Policy 3: The city shall coordinate its scenic highways program with the State, County, and adjacent cities, wherever possible.

Action Program 3.1: Solicit and utilize input from other governmental jurisdictions, as well as input from property owners, civic groups and other concerned citizens, in the preparation of corridor studies and Specific Plans.

Policy 4: The City shall seek financial assistance from Federal, State, and County sources whenever the expenditure of funds is necessary for the implementation of this Element.



#### IV. CRITERIA FOR SCENIC HIGHWAY DESIGNATION

The Scenic Highways Element is only the initial step leading toward the designation of a scenic highway. As such, the Element provides the basis for the preparation of specific scenic corridor plans. The Element is not a scenic highway corridor study, but rather provides the basis for scenic corridor studies by the State Department of Transportation or by the City. This section of the Element provides general criteria to be used when considering the eligibility of a route to be included within the "Master List of Eligible Routes" and when considering those routes for official designation as a scenic highway.

The steps, and related criteria, that are necessary before a route can be designated as a scenic highway are as follows:

1. The route must be included within a "Master list of Eligible Routes" contained within the Scenic Highways Element of the Carlsbad General Plan. When considering routes for inclusion within this list, the following criteria should be utilized:
  - a. The corridor through which the route passes should possess significant scenic and/or historical amenities.
  - b. The City should have jurisdiction over the lands adjacent to the route. Whenever there is an overlapping of State or County authority, every attempt should be made to coordinate and cooperate with those agencies.



- c. If possible, significant landscape and topographical areas should be represented along the route.
- d. Routes of historic significance, or routes which connect places of interest, should be considered even though the route is of marginal scenic value.
- e. When a route or corridor will have an immediate impact on other City programs dealing with scenic and historic preservation, those routes should be included.

The following is the type of matrix that could be used when evaluating routes for inclusion within the list:

CRITERIA ROUTE	Significant Scenic Amenities	Public Ownership	Significant Landscape & Topography	Significant Historic Amenities	# of Miles
Route X	X	X	X	X	2.1
Route Y		X		X	6.5
Route Z	X		X		3.1





2. A corridor study must be prepared for each route contained in the "Master List of Eligible Routes." When preparing each corridor study, the following criteria should be considered:
  - a. The scope of the corridor study should include, but not be limited to, the following: angle and duration of vision; range of visibility; topography; vegetation; structures; distant visibility; scenery characteristics; natural and man-made features; landscape character; ecological areas; probable methods of protection; legal boundaries; precise alignment of the highway and boundaries of the corridor; potential locations of roadside rests, vista points, and areas for public or commercial information sites.
  - b. The City should solicit, at the earliest possible time, the help and advice of local citizens' committees, affected property owners, conservation groups, and anyone else who might be interested in the results of the corridor study.
  - c. If the route under study has the potential for official State designation, the City should request the assistance of the California Department of Transportation.
3. If the corridor study presents evidence that further controls are necessary, the City should prepare and



adopt Specific Plans and overlay zoning for each route. When preparing these implementing measures, the following criteria should be considered:

- a. By State law, Specific Plans may include regulations limiting the location of buildings and other improvements with respect to existing or planned rights-of-way; regulations of the use of land and buildings, the height and bulk of buildings, and the open spaces about buildings; street and highway naming and numbering plans in order to establish the official names of streets and highways, to remove conflicts, duplication and uncertainty among such names, and to provide an orderly system for the numbering of buildings and properties; such other matters which will accomplish the purposes of the Specific Plan, including procedure for the administration of such regulations; and such other measures as may be required to insure the execution of the General Plan.
- b. Specify the treatment and protection the route and corridor are to receive, i.e., land use controls, landscape control, land acquisition needs, construction standards, type and location of complementary facilities.
- c. Where applicable, establish regulations and guidelines regarding building heights and setbacks, signs and outdoor advertising, placement of utilities and undergrounding of utility lines, cover



and screening of earthwork operations, erosion control, preservation of the natural conditions of bodies of water, preservation and restoration of plant material, clearing for views, site planning and landscape design, property maintenance, and public uses within the corridor.

- d. When official State designation is desired, the minimum requirements which must be met by the City include, but are not limited to; (1) regulation of land use which may include density and/or the intensity of development; (2) detailed land and site planning; (3) control of outdoor advertising; (4) careful attention to and control of earthmoving and landscaping; and (5) the design and appearance of structures and equipment. The involvement of local citizens in determining the five items is very important if the program is to have popular support.



## V. MASTER LIST OF ELIGIBLE ROUTES

The following list includes those existing local routes that the City has reviewed and found to be worthy of further study within the context of this Element. They are listed in their respective order of priority. The list may be expanded or modified as future conditions warrant.

Routes eligible for City of Carlsbad State Scenic Highway designation:

1. Interstate 5 - from southerly City limits to Oceanside City limits (Note: This route is included within the State's Scenic Highway System and has the potential of receiving official State designation).
2. El Camino Real - from southerly City limits to Oceanside City limits.
3. Carlsbad Boulevard (Pacific Highway) - from southerly City limits to Oceanside City limits.
4. Jefferson Street - from Las Flores Drive to Oceanside City limits.
5. Adams Street - from Park Drive to Harrison Street.
6. Park Drive - from Kelly Drive to Adams Street.
7. Lagoon Lane - from Poinsettia Lane to southerly City limits.
8. Rancho Santa Fe Road - from southerly City limits to easterly City limits.
9. Palomar Airport Road - from Carlsbad Boulevard to easterly City limits





The following list includes future routes, as designated on the adopted Circulation Element of the General Plan, that the Staff feels, when constructed, may qualify to be added to the "Master List". The Staff suggests that when considering future improvement plans for these routes, the City should consider the potential scenic and historic amenities along these routes.

1. Cannon Road - from Interstate 5 to El Camino Real.
2. Lagoon Lane - from Poinsettia Lane to El Camino Real.
3. Melrose Drive - along the County's right-of-way throughout the City of Carlsbad.
4. Poinsettia Lane/Alga Road - from Carlsbad Boulevard to future alignment of Melrose Drive.
5. Park Drive - from intersection with Kelly Drive to future connection with Cannon Road.



### Scenic Highways Program

A comprehensive program of the City established within the Scenic Highways Element leading to the eventual designation of scenic routes and corridors. The program includes the Element itself as well as all necessary follow-up programs such as corridor studies, Specific Plans and overlay zoning.

### Scenic Resources

The objective and subjective visual features of a unique and irreplaceable landscape, including rewarding views of vegetation, topography, geological formations and historical sites.

### Specific Plan

Regulations, programs, and legislation as may in the City's judgement be required for the systematic execution of the General Plan as defined in Section 65450 et seq. of the California Government Code.

### State Scenic Highway System

State or county highways listed in the Streets and Highways Code (Sec. 263) and shown on the official California Scenic Highway System Map.

### State Scenic Highway Advisory Committee

A citizens committee established by the Scenic Highways Law responsible for recommending program criteria, reviewing application for, and recommending approval of, official State scenic highway designation.

### Visual Corridor

All areas visible from the scenic highway (i.e. the view from the road).







**CITY OF CARLSBAD**

**NOISE ELEMENT**

**Prepared By**

**CITY OF CARLSBAD**

**PLANNING DEPARTMENT**

**EXHIBIT "A"**





1200 ELM AVENUE  
CARLSBAD, CALIFORNIA 92008



TELEPHONE:  
(714) 729-1181

## City of Carlsbad

June 19, 1975

TO THE PUBLIC OFFICIALS AND CITIZENS OF CARLSBAD:

On behalf of the Noise Element Citizen's Advisory Committee, I am pleased to submit to you the preliminary Noise Element of the General Plan. The Committee has carefully reviewed the Element and believes that it contains the policies and recommendations necessary to ensure the achievement and long term maintenance of a healthy sound environment for Carlsbad.

The Noise Element Advisory Committee is comprised of members who have devoted long hours in studying Carlsbad's noise problems. The Committee is especially concerned about the ongoing activities which will be needed to meet the goals and policies of the Element. Adoption of a Noise Element is a first step toward control of Carlsbad's noise problems. Without an assertive program of implementation, the Element is meaningless. The Noise Element Advisory Committee strongly urges that the City actively work to implement the action programs recommended in the Noise Element, particularly adoption of a much needed noise ordinance.

Sincerely,

Capt. L. W. Rash (USN, Ret.), CHAIRMAN

### Committee Members:

Ida (Ede) Westree  
Barton W. Lefferdink  
Gayle Ededohls  
Virginia Gann

Bruce Pahl  
Richard Olson  
Irv Roston



## TABLE OF CONTENTS

	Page No.
I. <u>INTRODUCTION</u>	
Intent and Character of the Element	1
Authority - State Law	2
Relationship to other Elements of the General Plan	3
Goal	5
II. <u>EVALUATION OF NOISE GENERATORS IN CARLSBAD</u>	6
III. <u>POLICIES AND ACTION PROGRAM</u>	14
General Requirements	14
Transportation Noise	16
IV. <u>NOISE CONTOUR MAP</u>	18
V. <u>ENVIRONMENTAL CONSIDERATION</u>	19
VI. <u>GLOSSARY</u>	23



## INTENT AND CHARACTER OF THE ELEMENT

The intent of this Noise Element is to provide a policy document which will guide the city of Carlsbad's decisions affecting its acoustic environment. The overall objective of the Element is to set forth policies and action programs which will minimize noise levels and protect Carlsbad residents against unwanted and unhealthy noise. Major sections of the Element include:

- (1) Background data and findings on the city's existing noise problems.
- (2) Assessment of projected sources of noise pollution in Carlsbad, including those sources relating to transportation and circulation systems and land use.
- (3) Noise emission standards by land use categories, for transportation facilities, and local "fixed point" noise sources.
- (4) Policies and action programs, including standards for accomplishing the plan objective.



AUTHORITY-STATE LAW

Section 65302(g) of the California State Government Code requires the following as a part of a city's general plan:

"The General Plan shall include ..... a noise element in quantitative, numerical terms, showing contours of present and projected noise levels associated with all existing and proposed major transportation elements. These include but are not limited to the following:

- (1) Highways and Freeways
- (2) Ground rapid transit systems
- (3) Ground facilities associated with all airports operating under a permit from the State Department of Aeronautics."

The Government Code recommends that the noise contours be made at five decibel increments continued down to 65 dB(A). For areas surrounding hospitals, outdoor recreation areas, and other similar uses, the contours are to be continued down to 45 dB(A).





## RELATIONSHIP TO OTHER ELEMENTS OF

### THE GENERAL PLAN

The Noise Element is closely related to the Land Use, Housing, Circulation, and Open Space and Conservation Elements of the General Plan. Noise becomes a significant problem when it adversely affects the residents of the community. Control of noise generators, therefore, is only one aspect of noise restrictions. The city must also examine the relationship of noise generators to sensitive land use areas.

The interface between land use and noise pertains especially to the distribution and location of noise generators. This relationship is particularly critical for areas surrounding transportation facilities, major roadways, and industrial and commercial areas. Where noise levels are excessive, land use decisions should consider the compatibility of uses. It may be useful to reassess land use determinations in sensitive areas in light of the findings of this Noise Element.

The Land Use Element can also play a role in the control of noise generators. Transportation of goods and people accounts for approximately three-quarters of all community noise. Land use schemes which reduce dependence on noise generating transportation modes can reduce community noise.

Housing has a critical relationship to the Noise Element because of the sensitivity of residential units to noise. The home is a focal point for leisure activities. Noise impacts in residential areas are of special significance because of their potential for disturbance of leisure activities and interference with sleep.



The Circulation Element provides a general framework for transport systems within the city. Since automobiles and other transportation modes are major contributors to community noise, the Circulation Element bears a direct relationship to the Noise Element. Location of noise generating street systems away from sensitive areas and provision for alternative transportation systems, such as pedestrian and bike trails, can help in meeting the goal of the Noise Element.

The Open Space and Conservation Elements also bear a relationship to the Noise Element, since noise can detract from the serenity of open space areas. Conversely, open space can be used to buffer sensitive areas from excessive noise.



## GOAL

THE GOAL OF THE NOISE ELEMENT IS TO ACHIEVE AND MAINTAIN AN ENVIRONMENT WHICH IS FREE FROM EXCESSIVE OR HARMFUL NOISE THROUGH IDENTIFICATION, CONTROL AND ABATEMENT.



## EVALUATION OF NOISE GENERATORS IN CARLSBAD

This section is intended to evaluate noise problems and their control for specific noise problem areas in Carlsbad, including Palomar Airport, the Railroad, Agua Hedionda Lagoon, and selected roadways throughout the city.

The origins of these noise problems are discussed, followed by methods for attenuation.

PALOMAR AIRPORT: Palomar Airport is presently operating as a general aviation facility at El Camino Real and Palomar Airport Road. The airport's current annual operation of 210,000 is expected to increase to 435,000 operations by 1990. It is also projected that the proportion of double engine craft and business jet traffic will increase 10% by 1990. Despite these increases, noise levels around Palomar Airport in 1990 are expected to be lower than present levels because of federal regulations requiring reductions in aircraft engine noise.

In general, land in the immediate vicinity of the airport or under the take off or landing approach is subject to noise levels which are unsuitable for residential development, schools, hospitals and other similar noise sensitive uses. Since the land around the airport is largely undeveloped, relocation of existing uses is not an issue. However, all new development in the vicinity of the airport should be reviewed to ensure compliance to the noise standards contained in this Element and the Comprehensive land Use Plan for Palomar Airport.





Atcheson, Topeka and Santa Fe Railroad: The AT&SF Railroad runs parallel to the coastline through the 6 1/2 mile length of Carlsbad's sphere of influence. The railroad right of way is 100 feet wide throughout most of the area south of Tamarack Avenue and expands to 200 feet in width as it travels north of Tamarack through the downtown beach area and central business district.

At present, AMTRACK operates six daily passenger trains from San Diego to Los Angeles. Additionally, three freight trains pass through Carlsbad daily after 5 P.M. These trains are of particular concern because they run during the evening hours.

There are several sources of railroad noise. The majority of the noise emanates from the locomotive (and its component systems, such as exhaust devices and cooling fans) and from the interaction between the rail and train wheels. The rhythmic clacking noise emitted by trains result from friction of the wheel at rail joints. Roughness on either the rail or wheel can also contribute to increased noise emissions.

Safety devices such as warning whistles and wig-wags with bells used at grade crossings can contribute significantly to railroad noise. The State of California Public Utilities Commission requires these warning signals as trains approach grade crossings to warn motorists and pedestrians. The "bulges" in the noise contour for the railroad indicate points at which warning whistles are sounded.



Railroad noise in Carlsbad is presently most critical in the area between the Agua Hedionda and Buena Vista Lagoons. The downtown and beach areas are undergoing conversion to higher density residential uses. Already many multiple dwelling units are adjacent to the railroad right of way.

For existing units, noise reduction is a problem. It is often difficult and expensive to install sound insulation materials on existing structures. Also, the State Uniform Building Code standards for sound insulation apply only to new structures. Construction of noise barriers along the railroad right of way could attenuate ambient noise levels significantly. However, the railroad right of way is owned by the AT&SF Railroad, whose consent would be necessary before any barrier could be constructed. Also cost and aesthetic impact may be prohibitive factors in the construction of a noise barrier.

The Land Use Element of the General Plan designates approximately 3 1/2 miles of land bordering along the railroad right of way of land bordering along the railroad right of way for residential use. Of this land, approximately 50% is vacant and an additional 25% is under conversion to higher density. It is likely that much new development will occur adjacent to the railroad.

The city does have the ability to regulate site design and require sound insulation for new development in the vicinity of the railroad. A combined program of noise effective design and sound insulation can help control future noise problems near the railroad. Project design should



stress the orientation of units away from the railroad, limiting window openings onto the right of way, and construction of noise barriers such as solid walls or earthen berms.

Highway and Street Noise: Highway and street traffic noise is the most extensive noise problem faced by Carlsbad. Barring any dramatic changes in automobile usage patterns, it is likely that the amount of traffic in Carlsbad will grow with the city's population. New development is likely to occur adjacent to major roadways throughout the city. Unless precautionary measures are taken, serious noise problems could result.

Vehicular noise has three main component sources: engine noise, exhaust noise and tire noise. The intensity of noise emissions for any given automobile may also vary with other factors, such as speed, acceleration, braking, grade and conditions of the roadway surface. Thus a busy downtown arterial with stop and go traffic is often noisier than an open highway with comparable traffic volumes.

Noise contours have been prepared for the following streets or highways within the Carlsbad Sphere of Influence:

- 1) Interstate 5
- 2) State Highway 78
- 3) El Camino Real
- 4) Palomar Airport Road

Of these four routes, I-5 has the greatest existing and projected noise emissions. In addition, I-5 impacts the greatest number of existing



dwelling units. There are a considerable number of existing single family and multi-family units which are impacted by freeway noise levels in excess of 65 dB(A). For these existing units, noise attenuation is difficult. Construction of solid barriers along the freeway is possible, but as with the railroad, cost may be prohibitive. The city can, however, educate property owners as to methods of insulating residential units from freeway noise through the use of barriers and insulation materials.

For Highway 78, Palomar Airport Road and El Camino Real, existing noise problems are not so severe. Virtually no residential units in Carlsbad's Sphere of Influence front on either Highway 78 or Palomar Airport Road. Few residential units adjacent to El Camino Real are within the 65 dB(A) contour.

It is important that new development fronting on major roadways be compatible with the recommendations of this Element. The action plan section of this Element contains the measures intended to avert future problems caused by traffic noise.

Motorboat Noise: Motorboat noise has been the most frequent noise complaint registered with the Carlsbad Police Department. Although the problem does not affect very many of Carlsbad's residents, it has been a considerable annoyance to persons living along the north shore of the inner Agua Hedionda Lagoon.







The city has adopted a maximum speed limit for boats on the lagoon and has purchased a boat for enforcement. The reduction in speed does reduce noise somewhat. If further controls appear warranted, the city should set curfews on the use of the lagoon or limit the types of boats which could use the lagoon.

Motorcycle Noise: Motorcycle noise has been a growing problem in Carlsbad. In particular, many complaints have been registered against recreational use of dirt bikes or two-cycle engine motorcycles.

The California Motor Vehicle Code sets limits on motorcycle noise at 32 dB(A) for speeds under 35 MPH and 86 dB(A) at speeds over 35 MPH, measured at a distance of 50 feet. One drawback of these regulations is that although testing and instrumentation procedures are established, no provision is made for enforcement or penalties. Only "private cause of action" against the vehicle manufacturer is allowed.

Local jurisdictions have the authority to control loud or faulty mufflers, hornblowing, off-road vehicles and vehicle speed. Although noise limits may be set for off-road vehicles, they are rarely necessary since statutes against trespassing nearly always apply.

Control of recreational motorcycle riding is difficult because of the mobility of the offenders and requirements for police enforcement. One possible solution would be for the city to provide a remote area for recreational use of motorcycles.



Most trail bikes are not outfitted with the necessary lights, fenders, mufflers, spark arrestors or baffles required by law. Consequently they are not licensed and cannot be legally operated on public streets. Stepping up police enforcement against these unlicensed vehicles would likely reduce motorcycle noise on public streets.



## POLICIES AND ACTION PLAN

The city of Carlsbad recognizes the existing noise problems evaluated in the preceding section of this Element and further recognizes that measures can be taken to minimize their consequences. In addition, future noise problems may be averted through the implementation of preventative and regulatory measures. To these ends, the following policies and action programs have been established.

### A) General Requirements:

Policy 1: The city shall protect the hearing and well being of Carlsbad's residents by controlling and abating harmful or undesirable sounds through the planning and regulatory process.

Action Program 1.1: Adopt a noise ordinance to prohibit unwanted and unnecessary sounds of all types within the community.

Action Program 1.2: Develop a noise enforcement and regulation program and consider assigning an existing staff member or creating an administrative position within the city to be concerned with noise problems.

Action Program 1.3: Review existing ordinances which relate to noise control for compatibility with goals and policies of this Element.

Action Program 1.4: Enforce building codes to insure adequate sound insulation between dwelling units of attached multi-family developments, and where appropriate, to insure adequate sound insulation of interior areas of both multi-family and single family residences from especially loud external noise sources.



Policy 2: The city encourages the development of compatible land uses in areas which are subject to noise hazards.

Action Program 2.1: Develop specific noise standards for use in reviewing development in noise sensitive land use areas.

Action Program 2.2: Develop noise standards for use in reviewing the construction or improvement of any roadway, railroad, transit system or noise producing facility.

Action Program 2.3: Utilize a site plan review process for all residential or other noise sensitive construction in areas subject to an ambient noise levels in excess of adopted standards. This site plan review should incorporate measures for mitigating noise impacts, such as setbacks, construction of barriers and sound insulation.

Policy 3: The city shall attempt to control noise primarily at its source. Where this is not feasible, controls along the transmission path of the noise shall be encouraged.

Policy 4: The city shall take into consideration the acceptability of noise levels in approving or granting a permit or entitlement for any public or private project.

Policy 5: The city shall control noise generated through its own functions and activities.

Action Program 5.1:

Review city operations to make sure that noise generated by construction, maintenance activities, and street sweeping has been reduced to the lowest possible level.

Action Program 5.2:

Include maximum noise level requirements in specifications for equipment purchases, construction contracts, and refuse collection.





Where specific noise levels cannot be set, specification should require that vendors state maximum noise levels expected to be produced by their equipment and/or operations.

B) TRANSPORTATION NOISE

Policy 1: The city shall encourage the development of compatible land uses surrounding airport facilities.

Action Program 1.1:

Utilize the noise standards contained in the Comprehensive Land Use Plan for Palomar Airport.

Policy 2: The city shall take measures to reduce traffic noise on streets throughout Carlsbad.

Action Program 2.1:

Consider noise impacts in the design of road systems, giving special consideration to those corridors in scenic or noise sensitive areas.

Action Program 2.2:

Keep all roadways in reasonable repair in order to reduce surface noise.

Action Program 2.3:

Review traffic flow systems and synchronize signalization, whenever possible, to avoid traffic stops which produce excessive noise, and to adjust traffic flow to achieve noise levels acceptable to surrounding areas.

Action Program 2.4:

Enforce the Motor Vehicle Code as it applies to excessive noise.



## NOISE CONTOUR MAP

Exhibit B (May 1, 1975) to the Noise Element shows noise contours for the following transportation systems:

- (1) Interstate 5
- (2) Highway 78
- (3) El Camino Real
- (4) Palomar Airport Road
- (5) Atcheson, Topeka and Santa Fe Railroad
- (6) Palomar Airport

It is recommended that the noise contours contained in this Element be reviewed and revised, if necessary, every five years. Substantial changes in traffic patterns or the availability of new noise contour data may require more immediate revision.

The city may compute noise contours for additional roadways by formula prepared by Wyle Laboratories (Development of Ground Transportation Systems Noise Contour for the San Diego Region, CPO, December, 1973) utilizing existing data on traffic volume and speed, roadway grade, surface condition, and percentage truck traffic.

Noise levels for Palomar Airport are expressed in terms of California Noise Equivalent Level (CNEL), measured at 5 dB(A) increments and continued down to 60 dB(A). All other transportation modes shown on the contour map are expressed as 65 dB(A) Day-Night Average Level (Ldn). Both are based upon A-weighted noise measurements, and are further corrected for single event durations and frequency of occurrence throughout the 24 hour day. The CNEL measurement weights noise occurrences in the evening



and nighttime greater than those in the daytime. The Ldn measurement provides similar weighting, but groups daytime and evening noise occurrences together. Normally the Ldn and CNEL measurements will agree within one decibel and for all practical purposes can be considered synonymous.



## ENVIRONMENTAL CONSIDERATIONS

The California Environmental Quality Act (CEQA) requires evaluation of the environmental effects of all public and private project which may have a significant effect on the environment. This requirement applies to all General Plan Elements inasmuch as they set the overall environmental policy for the city.

The Noise Element bears a very strong relationship to the Circulation, Housing and Land Use Elements of the General Plan. Circulation systems are the major noise generators; the distribution and location of these generators directly affects noise sensitive land uses such as housing. Because the relationship of the Noise Element to the rest of the General Plan is so close, the environmental impacts of the Noise Element cannot be isolated. For this reason, the city intends to prepare a "Master EIR" upon completion of the entire General Plan which would examine all the interdependencies and interrelationships of the General Plan which concern the environment.

This discussion examines the environmental considerations contained in the Noise Element text and analyzes mitigations and alternatives to the project.

### ENVIRONMENTAL IMPACTS OF THE PROJECT

The major environmental effect of the Element - the reduction of noise in the Carlsbad sphere of influence - is beneficial. Some of the secondary impacts of the Element may be adverse in nature. In order to implement the recommendations of the Element, city funds and personnel resources may be diverted from other environmentally beneficial projects.





The Element could also have a fiscal impact on the community in the following ways:

- 1) Construction costs could be increased because of the recommendation for additional sound insulation;
- 2) Requirements for site plan review in noise sensitive areas could increase administrative costs for development proposals;
- 3) City funds and manpower will be committed in implementing the recommendations of the Element.

The Element will have negligible impacts on air quality, wildlife, vegetation, archaeological resources, earth forms or geology.

The Noise Element will probably result in changes in land use distribution and increased demand for city administrative services. In terms of noise reduction, these changes will be beneficial. In economic terms the changes may be adverse.

#### UNAVOIDABLE IMPACTS OF THE PROJECT

- 1) City personnel, equipment and public funds will be committed on a long term basis in order to fulfill the implementation of the Element.
- 2) Additional development restrictions would be imposed for noise sensitive areas, thereby increasing costs of development.
- 3) In some instances, changes in traffic patterns may be required. This could result in causing traffic congestion to be shifted to other streets.

#### MITIGATION MEASURES PROPOSED TO MINIMIZE IMPACTS

- 1) Review of traffic functions to coordinate signals and reduce the need for braking and acceleration can ease traffic congestion and aid in conservation of fuel.



- 2) City staff time needed to implement this Element can be absorbed by existing personnel and coordinated with other processes (e.g., a building inspector can check for sound insulation as a part of routine site inspections).
- 3) The proposed noise controls will create a quieter environment, making Carlsbad a more desirable place to live.
- 4) The implementation of the Element could promote alternate, more quiet forms of transportation.

#### ALTERNATIVES TO THE PROPOSED ACTION

- 1) The no project alternative is not a viable one, since it would place the city in violation of state law.
- 2) Less stringent recommendations would reduce the adverse impacts of the Noise Element, but they would also be less effective in reducing community noise levels.
- 3) More stringent recommendations could increase or make more severe the impacts of the Element. However, they would also reduce community noise levels. The desirability of this depends on the value placed on reducing noise and the willingness of the city to absorb the costs of the adverse impacts of the Element.

#### RELATIONSHIP BETWEEN SHORT TERM AND LONG TERM PRODUCTIVITY

The Noise Element is aimed at enhancing the long term productivity of the environment through the protection and maintenance of a desirable and healthy acoustic environment. The goals and policies of the Element aim at reducing present noise problems and regulating future uses to prevent additional noise problems. The long range effects of the Element will be beneficial.



#### GROWTH INDUCEMENT

The Element would be growth inducing only to the extent that it makes Carlsbad a more desirable place to live. This effect, of course, must be evaluated in conjunction with other General Plan policies, including those affecting the availability of employment, housing, public services, and amenities.

#### CONCLUSION

The Element will result in an overall beneficial effect on the environment. Because the beneficial aspects of the Element far outweigh the adverse impacts, the Element has been declared, under the CEQA and Carlsbad Environmental Protection Ordinance requirements, to have a non-significant impact on the environment.



## GLOSSARY OF TERMS

ACOUSTIC ENVIRONMENT - The "Acoustic Environment" is the combination of sounds heard by the human ear for a given locality.

AMBIENT NOISE - "Ambient Noise" is the composite of all sounds - near and far - for any environment. Ambient noise levels are generally averaged for given periods of time.

COMMUNITY NOISE EQUIVALENT LEVEL (CNEL) - The "Community Noise Equivalent Level" is a measure expressing ambient noise levels. It is based on A-weighted noise measurement and is further corrected for signal event durations and frequency of occurrences throughout the 24 hour day. The CNEL measure weights nighttime and evening noise occurrences greater than daytime ones.

DAY-NIGHT AVERAGE LEVEL (Ldn) - The Day Night Average Noise is also a measurement of Ambient Noise levels. The Ldn differs from the CNEL only in that it groups daytime and evening noise occurrences together. The cumulative measures of Ldn and CNEL generally agree within one decibel and can therefore be considered, for all practical purposes, synonymous.

DECIBEL (db) - "Decibel" is a unit for measuring the relative loudness of sounds equal approximately to the smallest degree of difference of loudness ordinarily detectable by the human ear. The A-weighted scale (expressed as dB(A) gives greater weight to the frequencies of sound to which the human ear is most sensitive, mainly the middle frequencies. Sound level measurements which are used to describe noise which affects people are almost always expressed as dB(A).





FREQUENCY - "Frequency" means the number of sound waves occurring within a given length of time. Frequency is expressed in Hertz. The human ear perceives differences in frequency as changes in pitch: The higher the frequency, the higher the pitch.

HERTZ (HZ) - "Hertz" is a unit of frequency equal to one cycle per second.

L 10 Statistical A-Weighted Noise Level - The L 10 level represents the A-weighted noise level which is exceeded for 10 percent of the time during which the noise level is measured. This measure represents the louder noises recorded during the measurement period.

MAGNITUDE - "Magnitude" of a noise is its sound pressure level (that is, the air pressure change caused by a sound wave). More specifically, it is twenty times the logarithm to the base 10 of the ratio of sound pressure to reference sound pressure. Reference pressure is internationally standardized at 0.0002 microbar.

MICROBAR - "Microbar" means a unit of pressure commonly used in acoustics, equal to one dyne per square centimeter.

NOISE - "Noise" is loud, discordant or disagreeable sound.

NOISE GENERATORS - "Noise Generators" are those uses or activities which cause or create unwanted sound.

NOISE SENSITIVE LAND USES - "Noise Sensitive Land Uses" are those land uses which are particularly affected by excessive noise, including residences, motels, hotels, public meeting rooms, schools, churches, libraries, hospitals, parks, recreation areas, etc.

SPEECH INTERFERENCE LEVELS (SIL) - The SIL is the point at which a given noise level makes intelligible speech impossible. Reference is made to gauge distance between the talker and listener.







PUBLIC SAFETY ELEMENT  
CITY OF CARLSBAD GENERAL PLAN

February 1975

# EXHIBIT A

Revision Date	
5/9/75	MZ
5/16/75	MZ
6/5/75	MZ
8/12/75	MZ



May 21, 1975

City Planning Department  
City of Carlsbad  
1200 Elm Avenue  
Carlsbad, California 92008

Attention: Mr. Mike Zander, Associate Planner

RE: PUBLIC SAFETY ELEMENT OF THE GENERAL PLAN

Gentlemen:

The committee has reviewed the draft of the above, dated May 16, 1975, and are in agreement as to its contents.

On behalf of the committee, I would like you to forward the draft to the Planning Commission with our recommendation for approval.

Yours truly,

A handwritten signature in dark ink, reading "Barry C. Bender". The signature is written in a cursive, flowing style with a large initial "B".

Barry C. Bender  
Chairman, Citizens & Professionals  
Advisory Committee on Public Safety

BCB:fm





## TABLE OF CONTENTS

I.	INTRODUCTION	1
	A. State Law-Public Safety Element	1
	B. Risk Evaluation	2
	C. General Plan Relationships	4
	D. Goals and Objective of the Public Safety Element	5
II.	EVALUATION OF SAFETY HAZARDS IN CARLSBAD	6
	A. Natural Hazards	6
	B. Man-Made Hazards	8
III.	POLICIES AND ACTION PROGRAMS	10
	A. Fire Hazards	10
	B. Flood Hazards	13
	C. Crime Prevention	13
	D. Health and Safety Hazards	14
	E. Emergency Services	16
IV.	APPENDICES	
	A. Glossary of Terms	A-1
	B. Inundation Map	B-1



## I. INTRODUCTION

Carlsbad residents are subject to a number of hazards which could have a significant adverse impact on life and property. The purpose of the Public Safety Element is to introduce safety considerations into the planning and decision-making processes in order to reduce the risk of injury, loss of life and property damage associated with the hazards identified in the Element. The major areas addressed are:

- a. Fire Hazards
- b. Flood Hazards
- c. Crime Prevention
- d. Health and Safety Hazards
- e. Emergency Services

Utilization of this Element and implementation of the proposed Action programs should help reduce the risks to which local residents and their property are now exposed, or could be subject to in the future. However, it should be recognized that the scope of the Element is broad and the availability of data in many of the subject fields is limited. For these reasons, the Public Safety Element should not be considered as the final word in safety planning, but, rather, it should be seen as a foundation to be strengthened and built upon in the future.

### A. State Law - Public Safety Element

Government Code Section 65302.1 requires a Public Safety Element in all City and County general plans, as follows:

The general plan shall also include ... a safety element for the protection of the community from fires and geologic hazards including features necessary for such protection as evacuation routes, peak load water supply requirements, minimum road widths, clearances around



structures, and geologic hazard mapping in areas of known geologic hazards.

## B. Risk Evaluation

Natural and man-made hazards of various types and degrees will always be with us. The risks they present need not be. In cases where damage from these hazards is a possibility, a certain degree of risk is involved. Of course, the greater the possibility of damage, the greater the risk. Most individuals have established the normal level of risk they are willing to accept. A skydiver, for example, has chosen to set his acceptable risk level somewhat higher than participants of most other sports.

The State guidelines for the preparation of the Safety Element suggest that an "acceptable risk" level be established as a part of the Element. The guidelines define "acceptable risk" as:

"The level of risk below which no specific action by local government is deemed to be necessary."

Establishing the acceptable risk level should not be the job of the planner, engineer, or other professional. Rather, it is the job of interested citizens with input from the professional. The final decision to be made in setting the level must come from the City Council as our elected representative.

In making this determination, it should be kept in mind that any attempt to develop the appropriate planning response to potential hazard involves a judgment, either explicit or implicit, of how much risk is acceptable.

There is no such thing as a perfectly hazard-free environment.

The City's responsibility is to provide a framework in which a community-wide, as opposed to an individual, response to the question can be meaningful. The first of several essential steps is the recognition of the pre-





sence of a hazard. Much of the planning of the past has proceeded without enough knowledge of the natural forces at play in a given area.

The following guidelines shall be considered in determining the acceptable level of risk for the hazards specified in the Public Safety Element:

Voluntary vs. Involuntary Risk - Buildings and other land uses normally requiring occupancy or use on an involuntary basis should have a different level of risk than those for voluntary use. Many public and semi-public buildings and land use activities involve involuntary useage (i.e., hospitals, nursing and convalescent homes, mental institutions, playgrounds, schools, etc.). The level of acceptable risk for these involuntary occupancies should be low.

In contrast, the location of private structures in known high hazard areas should have a higher level of acceptable risk because their occupancy is voluntary. Although the risk level may be somewhat higher, the level should be carefully considered due to public agency response costs resulting from emergencies occurring in high hazard areas.

2. High Occupancy vs. Low Occupancy Risk - Buildings of high occupancy rates should have a different level of risk than buildings associated with low occupancy rates. Generally, a high occupancy building (i.e., large office building, auditorium, theater, church, large motel, large shopping center, etc.) exposes more people to a given hazard than a low occupancy building (i.e., ware-house, single-family dwelling, etc.). Therefore, high occupancy buildings and land uses should be required to have a low risk exposure than those of low occupancy.





3. Cost of Reducing Risk - In general, a reasonable level of acceptable risk should be determined based on the cost of its achievement. Minimizing risk frequently results in higher costs. Therefore, determining the level of risk becomes a matter of balancing the costs involved with the lowest risk affordable. The level of acceptable risk represents the point at which the public is no longer willing to pay for further reduction of the risk.
4. Evaluating Existing Risks - The determination of acceptable risk is not only applicable to future planning decisions but also to the evaluation of risks associated with existing buildings and land uses. High risks may be lowered to a level of acceptability by means of physical alteration. For instance, a structural hazard abatement program which could remodel fire hazardous buildings, relocate and/or demolish existing structures, or change use of structure, (e.g., from high to low occupancy or involuntary to voluntary occupancy).

#### C. General Plan Relationships

Effectiveness of the complete General Plan depends upon the understanding of the interrelationship among the plan elements. Particularly strong relationships exist between the Public Safety Element and the Geologic and Seismic Safety, Open Space and Conservation, and Land Use Elements.

The Public Safety Element and the Geologic and Seismic Safety Element have the strongest relationship. They have similar goals, overlapping policies, and in many cases, require a similar approach to reduce injury, loss of life and property.

Conservation is a major consideration of the Public Safety Element, as many of the policies and action programs lead to the preservation of natural



vegetation and animal habitats through the reduction of brush fires.

Similarly, the Open Space and Conservation Element, particularly the water, soil and minerals sections, considers several public safety issues either directly or indirectly.

The Land Use Element can aid in the achievement of the goals of the Public Safety Element. This Element has included the consideration of certain hazardous areas in the classification of land uses and densities. Through restrictions on the development of hazardous areas, identified by careful investigations as proposed in the Public Safety Element, the Land Use Element will supplement the policies and action programs of this Element. The ongoing relationship among the plan elements is fundamental to the General Plan's objectives. Future action programs are dependent on the recognition of the need for continual coordination.

#### D. Goals and Objective of the Public Safety Element

The term "goal", as used in this Element, is an aim or purpose which is general and timeless. A goal does not lend itself to measurement. The decisions and activities of the City of Carlsbad pertaining to public safety will be guided by these goals:

1. Minimize injury, loss of life and damage to property resulting from fire, flood, crime or hazardous use disaster occurrence.
2. Maximize public safety factors in the planning process.
3. Optimize organization and delivery of emergency services upon occurrence of fire, flood, crime or hazardous use disaster.

The objective of the Public Safety Element is to increase public safety by reducing the effects of various types of hazards. The policies and programs presented have been formulated utilizing the above goals. Progress made toward the achievement of these goals should result in indirect



benefits such as reducing property damage and social dislocation resulting from hazardous occurrences.

The safety hazards considered in this Element are related to fire, flood, crime and health hazards. Although the focus of the Element is on prevention, the City has recognized emergency response as an important part of improving safety. A section on emergency services has therefore been included in the Element.

## II. EVALUATION OF SAFETY HAZARDS IN CARLSBAD

Awareness and knowledge of natural and man-made hazards in Carlsbad will enable the City to adopt policies and actions which will alleviate potential disasters and help prepare, mobilize and employ public and private resources to meet needs when a disaster occurs. Within the City there are a number of natural and man-made hazards which are recognized as potential sources of disaster incidents.

The following evaluations of natural and man-made safety hazards are taken from the list of "W-26 Natural Disaster Readiness Outlines" contained in the "Emergency Plan" for the City of Carlsbad prepared in conjunction with the Unified San Diego County Emergency Services Organization (USDCESO).

### A. Natural Hazards

Natural safety hazards such as earthquakes and their secondary seismic effects, landslides, erosion and other geologic hazards, with the exception of flooding, have been identified and evaluated in detail in the Geologic and Seismic Safety Element. Each has a high probability of occurrence and the potential for disaster is also rated high. The Geologic and Seismic Safety Element provides Carlsbad with guidelines for the identification and evaluation of geotechnical hazards and gives examples of investigations that should be conducted in relation to particular geotechnical problems that exist in certain areas of the City.





Other natural safety hazards recognized in Carlsbad are natural fires, flooding, severe fog and storms.

1. Natural Fires - The probability of occurrence of natural fires is rated as very high by the USDCESO. Extreme weather conditions, such as high temperature, low humidity and/or high velocity winds could cause a fire of major proportions that could have disastrous effects upon much of the community. Practically all of the vacant lands in the Carlsbad planning area are covered by grass and brush. Continuing drying heat and the absence of adequate protective forces could result in large losses of property.
2. Flooding - The probability of flooding in the Carlsbad planning area is rated as high by USDCESO. During a prolonged period of heavy rain, flooding can be anticipated along the three recognized flood plains (Buena Vista Creek, Agua Hedionda Creek and San Marcos Creek) and along other major creeks and drainage channels. There is also the possibility of dam failure inundation from Calavera Dam and/or Squire's Dam in the case of seismic activity or sabotage.
3. Severe Fog - Severe fog has a high probability of occurrence from September through March. It can be anticipated that severe traffic congestion with multiple vehicular accidents could occur on major traffic routes through Carlsbad when this condition is present.
4. Storms - Adverse weather conditions such as hail storms, wind storms, and even hurricanes represent a potential threat to Carlsbad, but have a low to very low probability of occurrence. High winds and hail could cause extensive damage to buildings and crops within the City and utilities of all types may be disrupted.





## B. Man-Made Hazards

Hazards produced by man vary as greatly as man's technology. Potential threats to safety can come from explosions, transportation accidents, chemical and nuclear accidents, crime, or even war.

The principle man-made safety hazards which the USDCESO has prepared natural disaster readiness outlines for are:

1. Chemical Accidents - Many of the chemicals used in today's society are very injurious and can easily produce a major disaster. Highways, manufacturing plants, warehouses, and railroad right-of-ways are all possible areas that could be adversely effected. The probability of occurrence for chemical accidents is rated as low, according to the USDCESO.
2. Explosions - Sources of explosions and their magnitude can vary greatly. They can be connected with industrial areas, pipelines, chemical and petroleum production and storage areas and transport accidents. Such incidents could represent a major safety hazard to many who live or work in these areas. The probability of occurrence is low in Carlsbad.
3. Power Blackouts - Large area power losses can be anticipated in the future. Possible adverse results of a power blackout would be: lack of adequate power to run hospital overflows; failure of sewage treatment pumps resulting in sewage overflows; failure of traffic signals and elevators; emergency medical problems for patients and nursing homes dependent on electrical power; severe limitation of gasoline for public consumption. The probability of occurrence for a power blackout is evaluated as low at this time.



4. Radiation Hazards - Because of the increased uses of radioactive substances, hazards connected with radiation have increased greatly. The probability of a radiation disaster is rated as high. Probable geographical areas that would most likely be affected in and around Carlsbad are main highways, industrial areas, hospitals, research labs, institutions, transport terminals and power plants using nuclear fuel. Small area contamination is much more likely than contamination of large areas, but consequences would be severe.
5. Transport Accidents - Transport accidents can occur on rail lines, within airport flight paths, on freeways and highways and at sea. Such accidents can include many of the other man-made hazards such as explosions, radiation hazards, chemical accidents, oil spills, etc. The probability of occurrence is rated as high. Natural safety hazards such as fog or rain greatly increase the disaster potential of transport accidents.
6. Water Shortage or Contamination - The probability of occurrence of water shortage or contamination is low, according to USDCESO. Water shortage would most adversely affect fire suppression capabilities, but could also adversely affect normal industry, business and hospital operations. Water contamination caused by chemical accident or sabotage could cause a wide-spread health emergency.
7. Air Pollution - A severe air pollution alert could cause County-wide respiratory casualties, especially if such an alert occurred in conjunction with a severe fog. The probability of occurrence of such an alert is low.



8. Man-Made Fires - Man-made fires may include single or multiple arson fires or they may be unintentional or accidental fires. The probability of occurrence for man-made fires is low.
9. Crime and Civil Disorder - The probability of occurrence of a major civil disorder is low. The incidence of crimes against persons has increased greatly over the past few years. These crimes are increasing at a much faster rate than the City's population increase. New efforts of counteractive approaches and strategies include the utilization of "defensible space" and improved security hardware at the openings of individual buildings.

### III. POLICIES AND ACTION PROGRAMS

The City of Carlsbad recognizes all natural and man-made hazards evaluated in Section II of this Element and that efforts can be undertaken to prevent or mitigate the consequences of the known safety hazards within the community. The probability of occurrence of many of the hazards can be greatly reduced by introducing safety considerations early into the planning process. The impact of others, although difficult to prevent, can be greatly reduced by proper emergency preparedness.

#### A. Fire Hazards

Policy 1: The City shall seek to reduce fire hazards to an acceptable level of risk.

Action Program 1.1: Advocate and support revisions in the State Penal Code to impose criminal liability on property owners for structure fires resulting from identified and uncorrected fire hazards.





Action Program 1.2.: Advocate and support State legislation which

would provide tax incentives to encourage the repair or demolition of structures which could be considered fire hazards. This legislation should also allow for the nonassessment of major fire prevention improvements made to structures under Fire Department supervision, including sprinkler systems, early warning fire detection systems, etc.

Action Program 1.3: Develop formal programs that provide for adequate fire inspection of structures within the City.

Action Program 1.4: Encourage the International Conference of Building Officials to continue to make changes in the Uniform Building Code that act to improve structures from a fire safety standpoint.

Action Program 1.5: Adopt a Master Plan for Fire Protection Services. This plan should include such things as facility locations, manpower and equipment standards, enforcement standards, enforcement policies, etc.

Action Program 1.6: Develop and adopt City ordinances that:

- a) Define "fire hazard areas" and "fire hazardous structures".
- b) Require roofing material to meet specific fire safety standards in all fire hazard areas.

Action Program 1.7: The City shall:

- a) Conduct an inventory and evaluation of fire hazardous structures to include identification of building occupancy type, value and age.





b) Establish priorities for the renovation, demolition, or necessary occupancy reduction of designated fire hazardous buildings.

Action Program 1.8: Coordinate and integrate fire prevention programs with the County fire services coordinator when such action would be in the best interest of the City.

Action program 1.9: Work toward the establishment of a centralized and automated fire water distribution control system.

Policy 2: The City will consider, in land use decisions, site constraints in terms of fire hazards. Within designated areas where population or building densities may be inappropriate to the hazards present, measures will be taken to mitigate the risk of life and property loss.

Action Program 2.1: Identify and classify fire hazard areas of varying severity and specify the conditions under which development and use of these areas should occur.

Action Program 2.2: Review and update existing land division regulations, zoning ordinance, and other planning implementation regulations as they relate to the Public Safety Element.

Action Program 2.3: Expand the City's data base on fire hazards including the history of past fires, potential fires, hazardous conditions and new techniques in fire suppression and prevention, and related disciplines. Also utilize other available data bases such as the State's recently initiated California Fire Incident Reporting System (CFIRS) program.



Policy 3: The City will support the improvement of the delivery of fire protection services through functional cooperation of fire agencies.

#### B. Flood Hazards

Policy 1: The City will establish standards and criteria to reduce flood hazards and implement them by adopting new codes and ordinances or strengthening existing ones.

Policy 2: The City will continue to pursue flood control programs through such means as: application of the grading ordinance, the flood plain overlay zone, and the recommendations of the Open Space and Conservation and the Geologic and Seismic Safety Elements.

Action Program 2.1: Establish programs and schedules necessary for the construction of storm drain systems in the City where such systems are non-existent or inadequate.

Policy 3: The city will seek the cooperation and coordination of all jurisdictions and agencies involved in the mitigation of flood hazards such as the San Diego County Flood Control District.

#### C. Crime Prevention

Policy 1: Encourage and support continued research and the use of new design concepts and technological improvements for the prevention of crime.

Policy 2: Encourage crime prevention through the planning process by establishing specific design criteria and standards to be used in the review of land use development.



Action Program 2.1: Authorize and encourage representatives of the Police Department to participate in interdepartmental conferences to review specific land use development proposals.

Action Program 2.2: Maintain and update guidelines for the utilization of street and public building lighting systems that conserve energy as well as help in crime prevention.

#### D. Health and Safety Hazards

Policy 1: The City will continue to pursue airport safety programs within the Palomar Airport flight path through such means as enforcement of the "Non-Residential Reserve" program defined in the Land Use Element, support of the recommendations contained in the Palomar Airport Land Use Plan prepared by the Comprehensive Planning Organization, and by requiring site development review of affected projects.

Policy 2: The City will maintain and periodically update standard design criteria for the design of public works improvements in the City of Carlsbad.

Action Program 2.1: Maintain and update the City's Standard Design Criteria as appropriate information becomes available. These criteria should reflect minimum standards for street designs and peak load water supply and fire flow requirements.

Policy 3: The City will support the work of the San Diego Air Quality Planning Team in its preparation of the San Diego Regional air quality strategy.

Policy 4: The City will continue to pursue health safety measures through the application of the City's Zoning Ordinance and through cooperation with the County's Department of Public Health.





Policy 5: The City will develop and maintain safety criteria related to the public hazards presented in this Element. Where it has no authority, the City will encourage and support other agencies in the development of strict safety standards for the protection of all the citizens of Carlsbad.

Policy 6: The City will utilize health safety considerations in the planning process.

Action Program 6.1: Develop and adopt new ordinances or amendments to existing ordinances and other land use regulations that will mandate the review, evaluation, and restriction of land uses that may be subject to undue risk. These regulations should include requirements specifically relating to geologic, flood, and fire hazards into subdivision, grading, zoning and other ordinances where needed.

Action Program 6.2: In the development of a public or private project, the potential of significant geologic, seismic, soils and hydrologic problems should be resolved at the earliest stage of project approval rather than after a project has become fully committed. Studies should be made of geologic and other health and safety considerations in all Environmental Impact Reports.

Action Program 6.3: The Capital Improvement Program for the City should include capital improvements deemed necessary for the mitigation and control of health and safety hazards which are determined to be unacceptable in relation to the risks involved.





## E. Emergency Services

Policy 1: The City will encourage and support a comprehensive emergency medical services system which coordinates regional resources.

Action Program 1.1: Work with the County Office of Emergency Services in their preparation of:

- a) A coordinated regional resource utilization plan.
- b) County-wide ambulance standards for general operation, personnel, training, equipment and area of response.
- c) An ongoing Poison Information Center.

Policy 2: The City shall encourage and support continued research and use of new technology to achieve an optimal level of emergency medical services.

Action Program 2.1: Encourage and support the establishment and continual improvement of a County-wide emergency telephone communications system (9-1-1) in order that there be a minimal time lag between the occurrence of an incident and the dispatching of emergency units.

Policy 3: The City will encourage and support measures which are necessary for the upgrading of ambulance services and training of emergency medical personnel.

Action Program 3.1: Encourage the Office of Emergency Medical Services to coordinate with all educational institutions which offer Emergency Medical Technician training to achieve uniform training standards for the delivery of emergency medical services.

Policy 4: The City will maintain and periodically update the City of Carlsbad Emergency Plan.



Action Program 4.1: Maintain and update emergency contingency plans

as appropriate information becomes available. These plans will refine the overall City Emergency Plan to include specific emergency service requirements and activities for potential disasters such as flooding due to dam failure or tsunamis.

Policy 5: The City will continue to support and expand public infor-

mation programs related to the public hazards presented in this Element. Where it has no authority to direct, the City will encourage and support public safety programs.



## Appendix A: Glossary of Terms

Acceptable Risk - The level of risk below which no specific action by local government is deemed necessary.

Avoidable Risk - Risk not necessary to take because individual or public goals can be achieved at the same time or less total "cost" by other means without taking the risk.

Defensible Space - Concept of urban space designed to inhibit crime by utilizing the proprietary concerns of residents. Key ingredients in designing defensible space include: improving the natural capability of residents to visually survey the public areas of their residential environment; enhancing spheres of territorial influence within which residents can easily adopt proprietary attitude; and, enhancing safety through the strategic geographic locations of intensively used community facilities.

Fire Hazard - Any condition or action which may increase the potential of fire to a greater degree than that customarily recognized as normal by official agencies responsible for fire prevention or suppression, or which may obstruct, delay, hinder or interfere with the operations of the fire agency or the egress of occupants in the event of fire.

Fire Hazardous Areas - Any land covered with grass, grain, brush or forest, or land situated close enough to such areas that are seriously exposed to flying brands, situated on slopes or isolated in such a manner that a fire would be difficult to suppress or would result in substantial fire or erosion damage.

Fire Prevention - The function of approving building plans; inspecting buildings, their contents, and their fire protection equipment to



buildings, their contents, and their fire protection equipment to eliminate or minimize hazardous conditions or operations; public education; and investigating the causes of fires to serve as a guide for future fire prevention priorities.

Fire Protection Services - Any official agency charged with the responsibility of protecting life and/or property through such operations which may be necessary to extinguish or control any fire, perform any rescue operation, investigate suspected or reported fires, gas leaks, or other hazardous conditions or situations.

High Occupancy - An occupant load (capacity) of 300 persons or more.

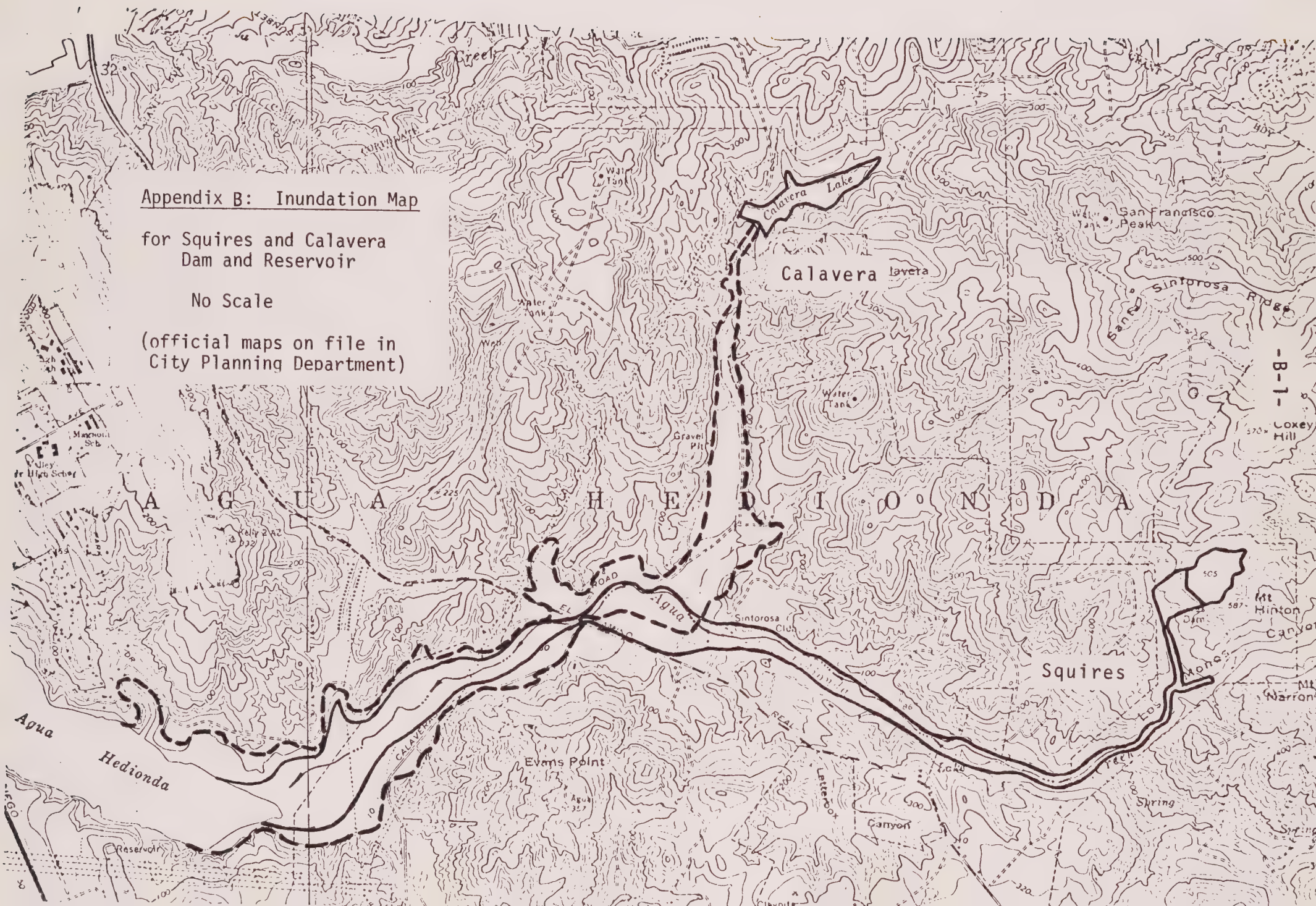
Unacceptable Risk - Level of risk above which specific action by government is deemed to be necessary to protect life and property.





for Squires and Calavera  
Dam and Reservoir

(official maps on file in  
City Planning Department)









CITY OF CARLSBAD

GENERAL PLAN  
LAND USE ELEMENT

OCTOBER 15, 1974

PREPARED BY  
CITY STAFF

AND  
LAMPMAN AND ASSOCIATES





## TABLE OF CONTENTS

	<u>PAGE</u>
I. <u>INTRODUCTION</u>	1
A.   STATE LAW - LAND USE ELEMENT	2
B.   INTENT AND CHARACTER OF THE LAND USE ELEMENT	3
C.   RELATIONSHIP TO OTHER ELEMENTS	5
II. <u>GOALS</u>	6
III. <u>POLICIES</u>	7
IV. <u>THE PLAN</u>	8
A.   THE 16 YEAR HORIZON - 1990	8
B.   DESCRIPTION OF THE PLAN	10
1.   SATURATION PLAN	10
2.   CITY FORM	10
3.   GROWTH MONITORING PLAN	11
4.   URBAN LAND RESERVE PROGRAM	13
5.   IMPLEMENTATION	14
C.   CLASSIFICATION	21
1.   RESIDENTIAL	22
2.   COMMERCIAL	24
3.   PROFESSIONAL AND RELATED COMMERCIAL	27
4.   PLANNED INDUSTRIAL	27
5.   GOVERNMENTAL FACILITIES	28
6.   PUBLIC UTILITIES	28
7.   SCHOOLS	28
8.   OPEN SPACE	28
9.   NON-RESIDENTIAL RESERVE	28
10.  URBAN RESERVE	29





## TABLE OF CONTENTS (continued)

11. SPECIAL TREATMENT AREA	31
12. COMBINATION DISTRICT	32
D. CONSISTENCY	32
E. BOUNDARY DEFINITION	32
<b>V. <u>LAND USE GUIDELINES</u></b>	
A. GENERAL GUIDELINES	33
B. RESIDENTIAL GUIDELINES	34
C. COMMERCIAL GUIDELINES	35
D. INDUSTRIAL GUIDELINES	37
E. URBAN RESERVE GUIDELINES	38
F. LAGOON GUIDELINES	39
G. DEVELOPMENT GUIDELINES - UTILITIES & PUBLIC SERVICES	39
H. DEVELOPMENT GUIDELINES - QUALITY OF SITE DESIGN	40
I. DENSITY TRANSFER GUIDELINES	41
J. SPECIAL TREATMENT AREA GUIDELINES	42



## LAND USE ELEMENT

### I. INTRODUCTION

What we do with land is of great concern to everyone. Even on the city level, the destiny of a quarter acre of beach property can bring forth an incredible variety of viewpoints. Indeed, each fraction of an acre becomes more important as our urbanizing city increases in population and at the same time demands more space. Questions of land use and land use policy place a heavy responsibility on the decision maker, for he must consider not only the neighborhood, community, city and even the region at the current point in time, but also what effect the use will have on the future development of the area.

Since the beginning of this century, government has become increasingly aware of the need to develop mechanisms for making decisions on land — decisions which will consider both the most effective use of land at any one time and also relate to an overall "future" toward which the community would like to move.

One of the important mechanisms which has developed is the General Plan. This document portrays the community's desired future through a series of goal statements, develops guidelines for achieving that future and suggests methods of implementation. The various "elements" which constitute the plan are related to each other by a series of policies which guide the decision maker in establishing positions on the key issues facing the city. These policies and guidelines represent the commitment the decision maker feels will lead the city toward achieving its goals.

What the Land Use Element states, then, must be seen in light of the entire General plan of which it is a part and the General Plan must be seen, in California, in light of the State legislation concerning it. Much confusion has resulted from the fact that the planning enabling legislation, established in 1927, allows a wide plan by local jurisdictions. All too often, localities have adopted the Land Use Element of the General Plan, with little consideration for other important community needs, such as housing and open space. In recent years, the State has sought to stress these other needs by mandating them as elements of the General Plan.

The Land Use Element is basically concerned with how and where people live, work, play and shop. The Land Use Element involves providing sufficient land for all the needs of the people over a long-term period, while at the same time preserving the quality of our natural environment. Thus, it also involves the establishment of the proper relationship between the living areas and the non-residential land uses.



A. STATE LAW - LAND USE ELEMENT

Government Code Section 65302(a) requires a Land Use Element of all City and County General Plans, as follows:

A Land Use Element which designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and ground, solid and liquid waste disposal facilities and other categories of public and private uses of the land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas.





B. INTENT AND CHARACTER OF THE LAND USE ELEMENT

The preparation of the Land Use Element involved (1) gathering input from citizens and city officials, (2) identifying land use issues, (3) establishing land use goals and policies, (4) describing land uses and land use intensities, (5) developing guidelines for physical development, (6) describing the land use pattern and (7) developing an outline for implementation.

The Land Use Element is designed to provide a policy framework within which decisions, both private and public, can be made concerning the physical development of the city. It defines the geographic urban and rural areas in which these decisions are to be applied and designates the major use of land.

The plan provides a long-range projection into the future and is not meant to be inflexible. While the ends are specified, the means to achieve those ends in terms of costs, priorities and schedules require refinements that are, of necessity, short-range practical considerations. Methodology must be developed to monitor the rate of growth by using the capacity of the city to absorb said growth as a constant factor.

The present land use allocations depicted in the Land Use Element may be continually changing and, therefore, review and revision of the element and the preparation of specific plans is a necessary and continuous process.

Although the Land Use Element for Carlsbad provides an orderly balance of both public and private land uses throughout the community, it is primarily based upon the concept of preserving and protecting the existing environmental features and natural resources which are indigenous to the planning area.

The Land Use Plan provides for an ultimate holding capacity of 108,323 d.u.'s for the planning area of approximately 25,000 acres, with a population range between 154,118 to 281,640. The expected mid-range population of 208,291 is based on a range of variable residential densities for single family and multiple family development within the community.

A major principle in allocating residential land uses is to provide for a variety of housing types and density ranges to meet the diverse requirements of the citizenry, yet still create a cohesive urban form. Accessory land uses, necessary to serve the residential population, should include open space and recreation areas, as well as commercial and industrial locations. Each of the recommended land use designations on the plan have been considered in light of existing land use and circulation patterns in addition to being subjected to in-depth review and scrutiny by a committee of concerned citizens.

The General Plan provides a framework within which to define the future urban and economic form of the community. The physical character of a community should be compatible with the more broadly defined goals of the citizenry.





The land use goals and guidelines are consistent with the fact that Carlsbad is likely to emerge as one of the finest balanced communities in San Diego County. the guidelines provide for continued commercial and industrial development, but in a form and location consistent with the existing residential character of the community.



### C. RELATIONSHIP TO OTHER ELEMENTS

In differing degrees all of the elements of the General Plan contain policies or proposals which relate to the Land Use Element. The Land Use and Circulation Elements are almost inseparably related. The nature, routing and design of circulation facilities are among the major determinants of the form of human settlement and of the uses of land. Conversely, land uses create demand for circulation facilities.

The Safety and Geologic Hazards Element provide information and policies regarding natural and man-made hazards which have been recognized in the Land Use Element. Together with the Open Space Element, they define lands to be reserved in a natural state and other lands for urban purposes. Considered along with the Conservation Element they define criteria and standards and identify programs needed to control the impact of man's activities on the natural environment. The Noise Element also provides data on areas not suited for certain types of development. The Land Use Element, with its statement of population projections and densities also sets the parameters for the Parks and Recreation, Housing and Public Facilities Elements.

The Circulation Element designates the major roads proposed to serve the expected land uses. The Land Use Plan only shows the approximate location of these roads. For precise definitions, one must refer to the Circulation Element.

For the open space and parks requirements of the Land Use Plan, one must refer to the Open Space, Conservation and Parks and Recreation Elements. The plans contained in these elements must be overlayed with the Land Use Plan to establish those areas that should be preserved and developed to meet those requirements. Figure 1 designates the "Prime Open Space and Conservation Areas" of the city as adopted by the Open Space and Conservation Elements.

For the public health and safety considerations of the Land Use Plan, one is referred to the Geologic Hazard, Noise and Public Safety Elements. Development permitted by the Land Use Plan must also reflect these other considerations.

The social and economic considerations of the Land Use Plan are found in the Housing and Public Facilities Elements.

To the extent that conflicts are created between the Land Use Element and site development zoning or plans or other elements of the General Plan, the policies of the Land Use Element shall prevail.



## II. GOALS

- A. Preserve and enhance the environment, character and image of the city as a desirable residential, beach and open space-oriented community.
- B. Create a pleasing and unique downtown area designed to attract the tourist and to provide the necessary amenities to the permanent residents of the area.
- C. Promote the economic viability of the agricultural and horticultural industries.
- D. Develop an industrial base of light, pollution-free industries of such magnitude as will provide a reasonable tax base and opportunities for employment of local citizens.
- E. Generate the development of commercial enterprises that support local industries, population and tourist trade.
- F. Protect and conserve natural resources, fragile ecological areas, unique natural assets and historically significant features of the community.
- G. Provide for an orderly balance of both public and private land uses within convenient and compatible locations throughout the city and ensure that all such uses - type, amount design and arrangement - serve to protect and enhance the environment, character and image of the city.
- H. Encourage development only in those areas which can best support a change in land use without impact.



### III. POLICIES

- A. Permit the development of land only after adequate provision for services such as transportation, water, sewerage, utilities and public facilities.
- B. Arrange land uses so that they preserve community identity and are orderly, functionally efficient, healthful, convenient to the public and aesthetically pleasing.
- C. Discourage strip commercial development.
- D. Locate major commercial and industrial centers in areas which are easily accessible to major transportation facilities.
- E. Encourage planned industrial parks as the preferred method of accommodating industrial uses.
- F. Consider those zone requests for local commercial land use within the areas designated for residential use, only upon approval of a site development plan and determination of the following:
  - 1. The adequacy and appropriateness of the proposed itself and impact on surrounding land uses.
  - 2. Consistency with the guidelines contained in the General Plan.
  - 3. Detailed site locations established through the specific planning process; and
  - 4. Conflicts between the Land Use Plan and Zoning shall be resolved by the Planning Commission.
- G.. Develop programs which would correlate rate of growth with service capabilities of the city.
- H. Consider proposals for medium-rise structures, up to and including six stories, only upon the determination of the following:
  - 1. The public will receive substantial benefit from such an action, i.e., increased open space, floodplain preservation, slope protection, etc.:
  - 2. There will be no substantial detrimental impact on the adjoining properties; and
  - 3. The approval of a site development plan.
- I. Specific Plans should be utilized to implement the intent of this Element in regard to Urban Land Reserves, Non-Residential Reserves and Special Treatment Areas.





- J. Develop and retain open space in all categories of land use.
- K. Encourage the types of commercial and industrial activities which will supply the city with a broad economic base, provide for the social need and reflect all environmental constraints.
- L. Implementation of this element shall consider the social, economic and physical impacts on the community.



#### IV. THE PLAN

The Land Use Element consists of both a narrative (text) and graphic portrayal (map) of the land use proposals for Carlsbad. Since both of these constitute the Land Use Element, one should not be amended without considering the other.

The goals preceding this section serve to explain the rationale for the various proposals and guidelines of the Land Use Element. Wherever possible, these goals and guidelines have been transposed into the land use proposals and features which are indicated on the Land Use Element Map and/or otherwise described in this text.

##### A. THE 16 YEAR HORIZON --- 1990

The Land Use Plan designates more land for urban use than would be required to accommodate the projected 1990 population. To avoid "leap-frog" development that would put an unnecessary strain on the service capabilities of the city, interim programs must be developed to guide short-range growth based on efficient controlled growth policies. The best method available to accomplish this is by the use of "specific plans".

Specific Plans are defined by State law as "detailed regulations, conditions, programs and proposed legislation which shall be necessary or convenient for the systematic implementation of each element of the General Plan" and "need not apply to the entire area covered by the General Plan". Subjects covered in a specific plan may include:

- (a) The location of housing, business, industry, open space, agriculture, recreation facilities, educational facilities, churches and related religious facilities, public buildings and grounds, solid and liquid waste disposal facilities, together with regulations establishing height, bulk and setback limits for each buildings facilities including the location of areas such as flood plains or excessively steep or unstable terrain, where no building will be permitted in the absence of adequate precautionary measures being taken to reduce the level of risk to that comparable with adjoining and surrounding areas.
- (b) The location and extent of existing or proposed streets and roads, their names or numbers, the tentative proposed widths with reference to prospective standards for their construction and maintenance, and the location and standards of construction, maintenance and use of all other transportation facilities whether public or private.
- (c) Standards for population density and building density, including lot size, permissible types of construction, and provisions for water supply, sewage disposal, storm water drainage and the disposal of solid waste.
- (d) Standards for the conservation, development and utilization of natural resources, including underground and surface waters, forests vegetation and soils, rivers, creeks and streams and fish and wildlife resources. Such standards shall include, where



applicable, procedures for flood control, for prevention and control of pollution of rivers, streams, creeks and other waters, regulation of land use in stream channels and other areas which may have a significant effect on fish, wildlife, and other natural resources of the area, the prevention, control and correction of soil erosion caused by subdivision roads or any other sources, and the protection of watershed areas.

(e) The implementation of all applicable provisions of the Open-Space Element.

(f) Such other measures as may be necessary or convenient to insure the execution of the General Plan.

There are four concepts in particular, discussed in this Element, that ideally lend themselves to a specific plan program. One, the planned community overlay, already has means of implementation through the city's Planned Community Ordinance. With this tool, development can be sensitive to the open space, conservation, recreation and public health requirements of the city, while still achieving the density allocations of the Land Use Plan. Figure II designates those areas suitable for Planned Community development. The other three, Non-Residential Reserves, Urban Land Reserves and Special Treatment Areas, can best be implemented by the use of specific plans.





## B. DESCRIPTION OF THE PLAN

### 1. Saturation Plan

The "Land Use Plan" represents the expected land uses in the city at some future period of time, at total saturation. The designated land uses are based on existing trends and current planning practices. Tables I and II give the quantitative breakdown of each land use category represented on the Land Use Plan.

Table I projects a maximum population of 256,165 people at total saturation and a projected population of 208,291. However, since saturation is based at some infinite period of time, projections based on established bench-mark periods of time are much more realistic.

Table III gives projects based on controlled existing trends, compiled by the San Diego Comprehensive Planning Organization. These projects are short-range in nature and better fit into the idea of a continual update program for the Land Use Element and the concept of Urban Land Reserves. These figures are not intended to be recommendations but are included as information only.

As already pointed out, the Land Use Element has a strong relationship to the other elements of the General Plan and to the established planning programs of the city. To the extent that conflicts are created between the Land Use Element and site development zoning or plans or other elements of the General Plan, the policies of the Land Use Element shall prevail.

### 2. City Form

After analysis of the "Land Use Plan", it becomes evident that the city is developing as a bi-nodal community, separated by the non-residential corridor running east-west along Palomar Airport Road. Both sectors can be further broken down into sub-areas. This pattern of growth is commonly referred to as the "multiple-nuclei" concept.

North Carlsbad is developing as two separate residential communities (Nuclei):

- a) The first community is the older, more established section of Carlsbad, generally west of El Camino Real and north of Agua Hedionda Lagoon.
- b) A second community is developing as a result of Planned Community Master Planning in the northeast quadrant of the city.

South Carlsbad is also developing as two separate communities:

- a) The southeast quadrant is rapidly being developed with the La Costa area acting as the prime generator.
- b) The southwest quadrant is developing because of the availability of services along Interstate 5, proximity to the ocean and easy accessibility.





As a consequence of Carlsbad's bi-nodal development, it is essential that a program be established which can monitor growth and relate it to the city's ability to provide service.

### 3. Growth Monitoring Plan

As already pointed out, the transition period between what the city is today and what the ultimate, desired character of the city will be is most critical. An area of primary concern is the capability of the city to adequately serve growth as it occurs.

One of the inherent problems with the "multiple-nuclei" development concept (see previous section) is the difficulty of providing for the efficient expansion of public utilities and services. Because of this, methodology must be developed to monitor the city's growth and compare this growth with the city's capability to serve that growth.

This monitoring system will require regular attention to two essential procedures. These are Forecasting and Comparison.

- a) Forecasting: Periodically updated surveys of the "in-place", "approved" and "planned" capacity of the city's various services should be made. It is important that these surveys be supplemented by a comprehensive projection of sources and uses of capital improvement funds. The calculation of a "maximum theoretical demand" for each service (based on city-recognized population projections) will be essential in planning and scheduling capital improvements allocations.

It is fundamental to this General Plan that the city's growth must be managed in relationship to the city's capability to provide essential services.

- b) Comparison: The changing demand for city services which results from actual and approved changes in land use should be regularly evaluated. These effects should then be compared with the city's "in-place", "approved" and "planned" services.

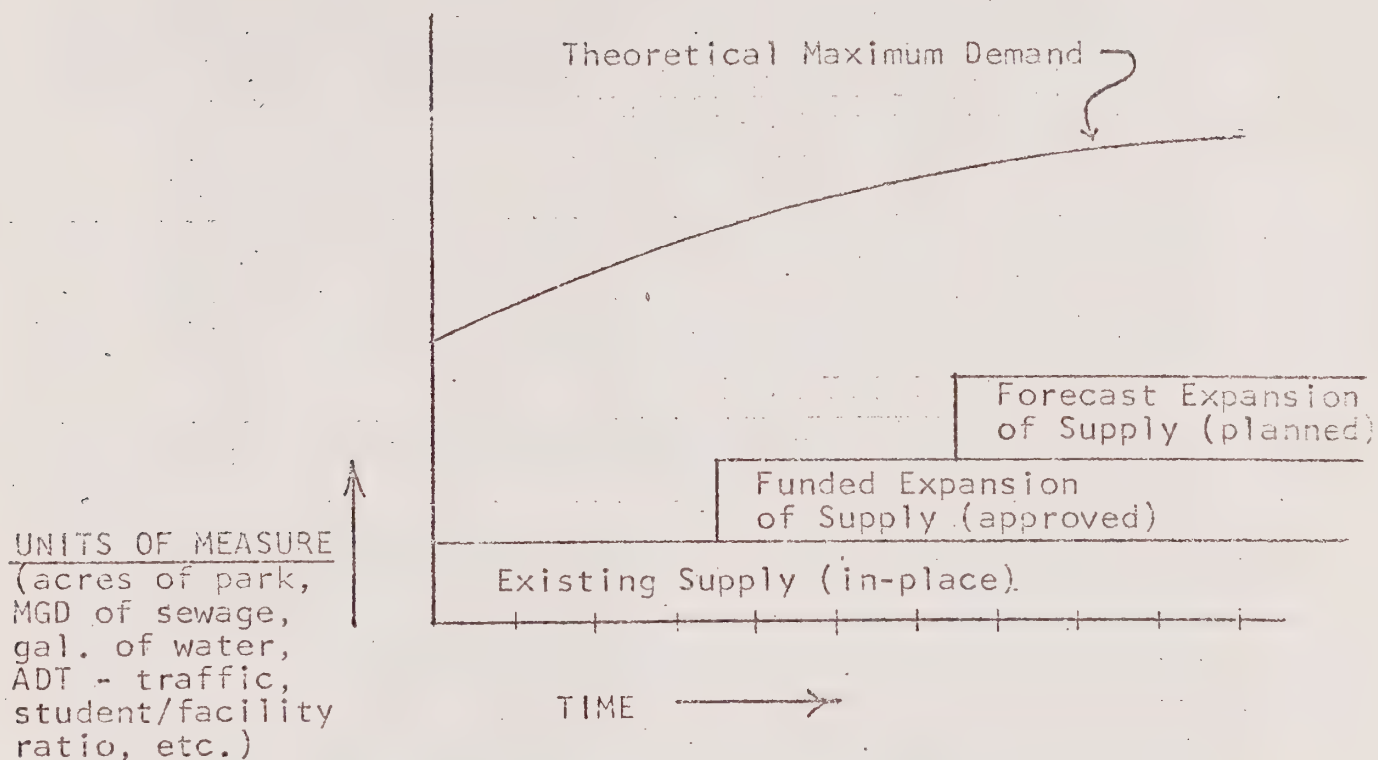
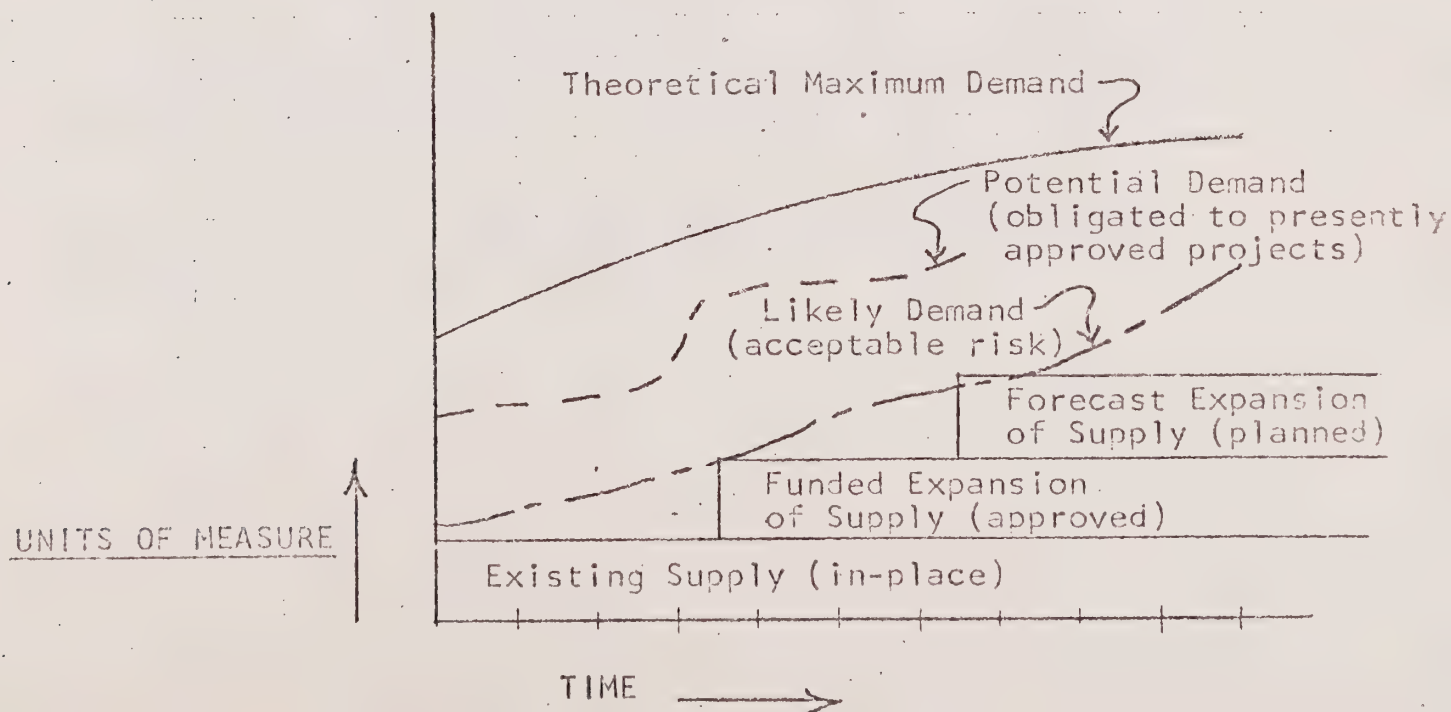
Excesses of or shortages of service capacity should thereby be identified.

As a result of the service demand/availability comparison, it may be logical for the city to develop a program which would release property for development only at such time as service can be reasonably provided.

Charting techniques should be developed and systematically used which facilitate the graphic or tabular display of both forecast and comparison data. (See examples next page).



## EXAMPLE OF CHARTING TECHNIQUE:

FORECAST DATACOMPARISON DATA ADDED



#### 4. Urban Land Reserve Program

The Urban Land Reserve Program should be designed to be used with the Growth Monitoring Program for establishing areas which will logically be subject to urban pressures through time. The concept of the Urban Land Reserve Program would be to provide property owners the opportunity to "land bank" their holdings with the support of the city. A property owner would propose a Master Plan of growth for his property which would outline the following phases of development:

- (1) That area which could be reasonably expected to develop in 5 years.
- (2) That area which would develop in more than 5 years but less than 10 years.
- (3) That area which would develop in more than 10 years but less than 15 years.
- (4) That area which would develop after 15 years or more.

The Master Plan would indicate for each category: expected land use, current land use and land use predicated on Agricultural production. The second part of the Urban Land Reserve Plan is to apply the concept of the Williamson Act. A contract "Master Plan by Ordinance" would be entered into by the property owner and the city which would define use of land with respect to time and zoning.

The contract would theoretically enable the property owner to request a property tax reduction by assessing land at its project value with respect to time.

If the intent of the State law which requires assessment of land based on ability to generate "a rent" is to be met, the enforceable restriction, "a contract", would allow the assessed value of land to be predicated on land use now, instead of the highest and best use.

In effect, the proposed Urban land Reserve program would provide the city with a good idea of where and when development could occur and at the same time allow the city to develop reasonable capital improvement programs to meet that demand.

Additionally, the Urban land Reserve program would provide the city the ability to preserve agricultural uses, open spaces now and not prematurely commit lands to urbanization.





## 5. Implementation

It is recommended that the following five programs be initiated in order to implement the goals and objectives outlined in this Element:

- a) Public Facilities Element and Capital Improvement Program: The city should develop a Public Facilities Element of the General Plan and a concurrent Capital Improvement Program that would access and plan for the city's public service responsibilities (i.e., sewer, water, public safety, libraries, parks and recreation, etc.)
- b) Mandated Review: The city should require a major review of the Land Use Element every 3 years. The review would consist of an evaluation of the existing Element as it relates to future development and subsequent growth patterns. The three year period approximates the time it takes a developer to put together a program, receive city approvals, build it, and achieve occupancy. Additionally, the 3 year period considers city receipt of tax revenues generated by the development.
- c) Urban Land Reserve: The city should develop an Urban Land Reserve Program consisting of two parts:
  - 1) Non-Residential Reserve: Those lands that have been impacted or will be impacted by the development or expansion of Palomar Airport require special treatment. The potential land uses within this designation include commercial, industrial, agricultural, recreational, governmental and utility uses. For a city of approximately 37 square miles, 4,000 acres of non-residential acreage is an excessive amount of land that would normally be provided for in a balanced community. Therefore, criteria must be developed to judge the validity of each land use request in this area.
  - 2) Urban Land Reserve: The city should develop a program whereby they would encourage that certain lands not be developed within 5, 10 or 15 years. The proposed time periods coincide with the city's ability to provide public services within the context of capital improvement programming. Contractual provisions could be utilized whereby the landowner would receive tax assessment relief if his land is included in the designated Land Reserve area.
- d) Growth Monitoring Program: The city should develop a Growth Monitoring Program that would give the city the ability to measure its public service requirements against the rate of physical growth. This information would be used when considering developmental requests and allow the city to set its own direction for growth and establish priorities for capital improvement funding.





- e) Specific Plans: The city should develop Specific Plans in those areas of the city that are designated in this Element as Special Treatment areas. This approach would allow the city to work with landowners and citizens to develop definite development programs for those key areas of the city that affect the character of the entire community.
- (6) Sewer Availability. Due to the events largely beyond the control of the city of Carlsbad, the city has no capacity rights in the Encina Sewage Treatment Plant available for new development. In effect, sewer facilities are not available for any development to be constructed within the city of Carlsbad. This unavailability is expected to continue for the foreseeable future. As a result of a lack of sewer facilities, the City Council has determined that it is necessary to condition further development of the city pursuant to this land use element on the provision of adequate sewer facilities. All of the designated land uses contained in this element shall be inoperative until such time as the City Council determines that sewer facilities are available to serve the property. The availability of sewer service will be determined by the City Council in accordance with such a Sewer Allocation Plan as the City Council may adopt. Outstanding developmental approvals shall not be exercised and new developmental approvals shall not be given unless the proposed project qualifies under a sewer allocation system.

Notwithstanding anything to the contrary in the general plan, developments may not occur in the city of Carlsbad regardless of the land use designation or other approvals which may have been obtained unless the City Council gives its approvals for such development in accordance with such a Sewer Allocation Plan of the City Council may adopt.



TABLE 1:

QUANTITATIVE BREAKDOWN OF LAND-USE PLANRESIDENTIAL

	Acres	% of Total	% of Type	Range	Max. D.U.'s	Min. D.U.'s	Projected D.U.'s
TOTAL STUDY AREA	23656						
RESIDENTIAL AREAS	13660	57.7					
Low Density	1777	7.5	13.0	0-1.5	2665	1777	1777 (x1)
Low-Medium Density	6487	27.4	47.5	0-4	25948	19461	19461 (x3)
Medium Density	3072	13.0	22.5	4-10	30720	12288	21504 (x7)
Medium-High Density	2073	8.8	15.2	10-20	41460	20730	31095 (x15)
High Density	251	1.1	1.8	20-30	7530	5020	6275 (x25)
TOTAL	13660		100		108323	59276	80112
Maximum Population at 2.6 people/D.U.					281640	154118	208291
Average Density of Residential Areas *					7.9	4.3	5.9
Net Density of Res. Areas (Less 33%) *					11.8	6.5	8.8
Overall City Density *					4.6	2.5	3.4

\* DWELLING UNITS PER ACRE



TABLE 11:

## QUANTITATIVE BREAKDOWN OF LAND-USE PLAN

## NON-RESIDENTIAL

	Acres	% of Total	% of Type
TOTAL STUDY AREA	23656		
NON-RESIDENTIAL AREAS	9996	42.3	
Intensive Regional Retail	106	.4	1.1
Extensive Regional Retail	69	.3	.6
Regional Service	37	.2	.4
Community Commercial	81	.3	.8
Neighborhood Commercial	91	.4	.9
Travel Services	223	.9	2.2
Central Business District	67	.3	.7
Recreational Commercial	239	1.0	2.4
Professional Office	135	.6	1.4
Planned Industrial	806	3.5	8.1
Governmental Facilities	378	1.6	3.8
Public Utilities	178	.8	1.8
Schools	600	2.5	6.0
Open Space	5062	21.4	50.6
Non-Residential Reserve	1933	8.2	19.3
TOTAL	9996		100.



TABLE III:

## SHORT-RANGE POPULATION PROJECTIONS

YEAR	POPULATION
1973	17,741
1975	21,820
1980	27,114
1985	32,123
1990	39,739
1995	45,731

Note: These figures are included for information purposes only.

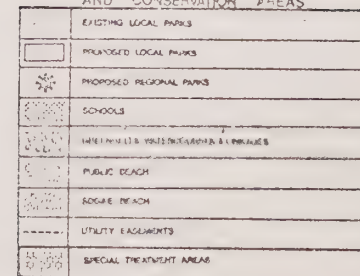
SOURCE: San Diego Comprehensive Planning Organization

These figures represent the preliminary regional development projections based on the implementation of the Regional Development Policies adopted by the C.P.O. Board of Directors in January, 1974.





FIGURE I:  
PRIME OPEN SPACE  
AND CONSERVATION AREAS





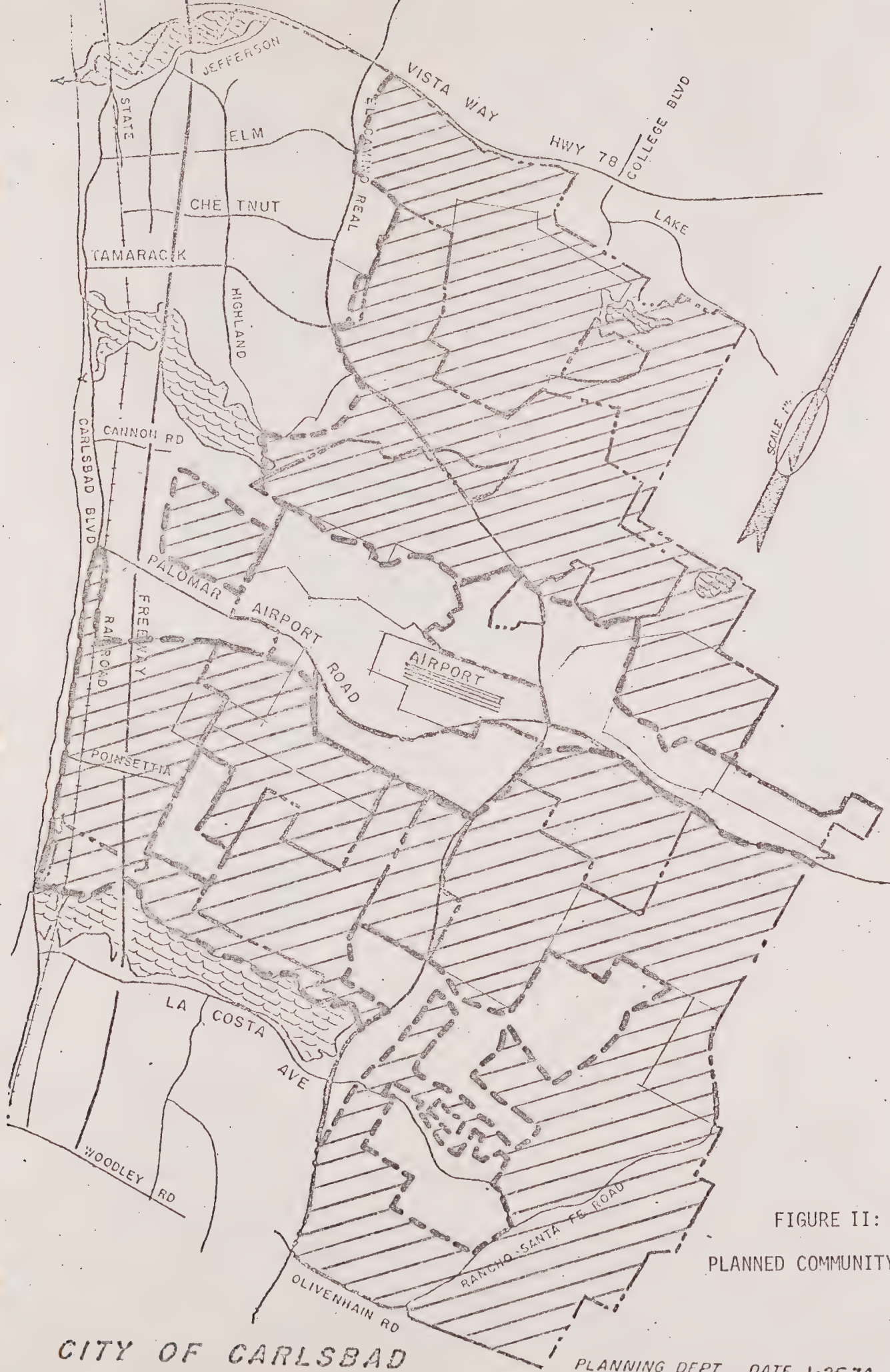


FIGURE II:  
PLANNED COMMUNITY OVERLAY

CITY OF CARLSBAD

PLANNING DEPT DATE 1-25-74



## C. CLASSIFICATION

The following are the land use classifications for application to the Land Use Plan:

### RESIDENTIAL

- Low Density
- Low-Medium Density
- Medium Density
- Medium-High Density
- High Density

### COMMERCIAL

- Intensive Regional Shopping
- Extensive Regional Shopping
- Regional Service Commercial
- Community Commercial
- Neighborhood Commercial
- Travel Services Commercial
- Recreation Commercial
- Central Business District

### PROFESSIONAL AND RELATED COMMERCIAL

### PLANNED INDUSTRIAL

### GOVERNMENTAL FACILITIES

### PUBLIC UTILITIES

### SCHOOLS

- Elementary
- Junior High
- High School
- Continuation
- Private

### OPEN SPACE

### NON-RESIDENTIAL RESERVE

### URBAN RESERVE

### SPECIAL TREATMENT AREA

### COMBINATION DISTRICT AND UNIQUE AND SPECIAL USES

### UNIQUE AND SPECIAL USES





The following are the standards of population density and building intensity to be applied to the land use classifications:

1. Residential

Density is the unit of measure used to compare and describe the intensity of residential land use. Different categories of density constitute policy statements used in establishing the public facility requirements for each area. Density allocations are not intended to designate building type. Refer to "Special Treatment Area Guidelines" for possible deviation from density allocations in the downtown area.

Five ranges of density have been incorporated into the General Plan. Each of these categories is implemented by one or more zone classifications which contain the specific site development standards.

All urban residential classifications may include neighborhood commercial uses, generally less than 5 acres, as well as all public facilities and open spaces, as legitimate supporting facilities and services, when they are located in accordance with the policies and criteria for determining consistency. Field crops and horticulture are not indicated on the plan map, and such uses may be included within any residential classification subject to proper zoning controls. Clustering of residential units in Planned Residential Developments will not be precluded by the various residential classifications.

(a) Low Density: Low density residential classification - rural, recreational or agricultural - characterized by single-family dwellings on parcels one-half acre or larger, or cluster-type and innovative housing development at an overall density not to exceed one and one-half dwelling units per gross acre. Within this classification, a variety of housing types, including townhouses, condominiums, apartments, mobile homes, and single-family units may be allowed by compliance with development standards required by applicable ordinance provisions and guidelines specified in this General Plan, which recognize the slope of the natural terrain, percentage of site remaining in natural state, access, parking, geologic hazards, grading, utilities, fire protection, erosion control, ecological significance, scenic qualities and other prime open space and conservation considerations.

(b) Low-Medium Density: Urban low-medium density residential areas characterized usually by single-family homes and planned residential development - 0 to 4 dwelling units per gross acre. A variety of overall housing types may be allowed as long as the overall density does not exceed 4 dwelling units per gross acre.

(c) Medium Density: Urban medium density residential areas characterized by small lot single-family homes or townhouses, duplexes, triplexes and low density apartment developments - 4 to 10 dwelling units per gross acre.

(d) Medium-High Density: Urban multiple residential areas characterized by low rise condominium or apartment developments - 10 to 20 dwelling units per gross acre.





(e) High Density: High density residential classification characterized by low and medium rise condominium and apartment development, 20 to 30 dwelling units per gross acre.

(f) Very High Density: A Very High residential classification characterized by apartment and condominium development, with a density of 30 to 40 dwelling units per gross acre. This designation is only to be applied in very limited locations where the city definitely believes that higher densities are appropriate and desirable, such as near the commercial core, in the Redevelopment Area, close to high employment work areas or to encourage low and moderate income units.

EXPLANATORY NOTE ON RESIDENTIAL DENSITY: Using density ranges rather than specifying types of residential development (e.g., single-family or multiple-family units at a specific number of units per acre) allows flexibility in using zoning and specific plans to implement the Land Use Element, and promotes cluster development where it is desirable. One portion of a project may be developed at high density, and the remainder at very low density, or all development may occur at relatively high density with the remaining open space dedicated for use of persons in the subdivision or for all residents of the community. All densities are based on the gross acre.

EXPLANATORY NOTE ON DENSITY RANGES: The densities established for the low and low-medium density residential classifications simply designate the maximum number of dwelling units per gross acre that would be permitted if all other requirements are met. In those exceptional cases where the base zone is consistent with the land use designation but would permit a slightly higher yield than that recommended in the low and low-medium density residential classifications, the city may find that the project is consistent with this element if it is compatible with the objectives, policies, general land uses and programs expressed herein and does not exceed twenty-five (25) percent of the maximum allocation.

The density ranges established for the medium, medium-high and high density residential categories are NOT meant as "minimums" and "maximums". The lower figure for each of these categories represents a "guaranteed" density and the higher figure represents a potential maximum that could be located in each area if certain criteria are met. The criteria shall be reviewed on a project-by-project basis and shall include such things as slope of land, soil stability, compatibility with surrounding land uses, flood plain protection, adequacy of public facilities, on-site amenities and preservation of unique and desirable natural resources. In other words, the density allocation for any project starts at the low end and, if a higher density is desired, the proposed development must prove itself worthy of the higher designation.

DENSITY RESTRICTIONS: Density ranges and cluster development are best applied to larger parcels of land. There are many small or substandard lots in the city that, because of their size, cannot meet the purpose and intent of these concepts. For this reason, the following density restrictions shall apply to all lots with less than fifteen thousand square feet of land area.



PARCEL SIZE

MAXIMUM DENSITY

2500 - 5000 sq. ft.

2 D.U.'s or General Plan density, whichever is less

5000+ - 7500 sq. ft.

4 D.U.'s or General Plan density, whichever is less

7500+ - 15,000 sq.ft.

8 D.U's or General Plan density, whichever is less

Over 15,000 sq.ft.

General Plan Density

2. Commercial

Commercial land uses designated in the Land Use Plan are: Regional Retail Commercial, Regional Service Commercial, Community Commercial, Neighborhood Commercial, Travel Service Commercial, Recreation Commercial and Central Business District Commercial. It is to be noted that all of the possible locations for Neighborhood Commercial uses are not indicated on the map of the Land Use Element. This is because local neighborhood commercial areas are generally of a relatively small size and are supportive of (thus can be located in) almost all other land use categories.

The commercial classifications recommended in this Land Use Element relate to the level of commercial activity taking place and to the size of market area more than to acreage in commercial use.

- (a) Intensive Regional Commercial: These establishments offer such goods as clothing and household items, and reach their highest form as the "planned shopping center". Such centers should have orderly and functional store arrangement and adequate and convenient off-street parking.

Regional shopping centers have a market radius ranging up to 5 or more miles and serve a population of 20,000 to 80,000 families. Because of their large market area and high traffic volume, these areas require access to the entire region. The intersection of two primary streets is generally required. A department store is typically the major magnet of a regional shopping center, while other stores supplement and compliment the various department store lines. A group of convenience stores, service facilities, business and professional offices are often associated with the center. Some of these may be incorporated in the center itself, or arranged at the periphery in the immediate area. A regional center draws other business establishments because it draws people. As a result, regional centers often function as the local shopping and community business area for adjacent residential neighborhoods. The minimum acreage of a regional center site averages 40 acres, not including space for expansion. Depending on the amount of local, community and other regional-level functions provided, the total commercial area could range from 80 to 90 acres.





The "discount store", as it has evolved in recent years, usually houses shopping, convenience and service departments, and functions similarly to a regional shopping center. The larger discount stores (75,000 sq.ft. or more) take on most, if not all, characteristics of the regional center and should accordingly be considered a regional facility.

- (b) Extensive Regional Commercial: These commercial areas include a wide range of establishments dealing in large, low volume, high cost items such as furniture, automobiles (new and used), lumber and building materials, boats, mobile homes, farm machinery and garden supplies. Extensive shopping establishments are similar in market and population requirements to intensive shopping establishments, but, because of the cost of the items sold and the infrequency of purchase, customers are willing to travel greater distances to compare price and quality. In response to the wide range of item sold and the varied physical and transportation requirements involved, these establishments are rarely suited to planned shopping centers (except for household furnishings such as furniture and appliances) and seek locations accessible to a large population because they have a relatively low patron frequency. Intersections of primary streets, or near these intersections along a major arterial, meet their access needs. Their location should be near developments with similar physical characteristics, suitably separated from residential areas. Because of wide variety in their development, extensive storage and display needs, and need to associate with other business, wholesale and distribution activities, these establishments cannot be organized into dependent functional shopping centers. The general space requirements for extensive shopping needs is one acre per 1,000 families.
- (c) Regional Service Commercial: These commercial areas provide repair and consumer services to residential areas and to other business establishments. Their characteristics often appear to be industrial in nature. As family purchasing power increases, the importance of this segment of the economy grows. The regional service sub-group includes service contractors (plumbing, heating, air-conditioning, electrical, housing repairs and maintenance), laundries and dry-cleaning plants, frozen food storage and custom food processing, major household and commercial appliance repair and major automobile and truck overhaul or body repair. Many of these activities are compatible with business activities of a less intense nature, and are often accessory to retail sales activity, such as a service department of an appliance store.

Because these establishments have low patronage and offer a large site requirement, they generally seek independent locations with low land costs and good accessibilities. They should be separated from residential areas by physical barriers and by a proper orientation and spacing of structures and storage yards. Appropriate locations are along a major arterial or near the intersection of arterial streets. When locating these establishments, it is important to prevent detrimental effects on adjacent land and to ensure proper access to the street system. One acre per 2500 families is the estimated space need for these establishments, but this may increase in the future if the growth trend in this segment of the economy continues.



- (d) Community Commercial: This category designates land for commercial centers which provide a wide range of facilities for retail trade, convenience goods, services and professional office uses. In addition to supermarkets, restaurants, movie theaters and banks, it includes areas of larger retail volume than that of neighborhood commercial. Financial, insurance, real estate and personal and professional services and wholesale trade are compatible with these business centers.

Community Commercial establishments usually serve a market area up to one and one-half mile radius, containing from 5,000 to 15,000 families. Usually they are closely related to residential development and often combine with "local shopping centers". Easy access to a relatively large area and population is required. The intersection of arterial streets is a common location for these establishments, and an area of 6 to 12 acres is usually needed.

- (e) Neighborhood Commercial: There are two types of neighborhood (or local) commercial establishments: Neighborhood convenience shopping and neighborhood shopping. These commercial establishments assume two types of physical groupings: (1) The small convenience cluster, and (2) the neighborhood shopping center; the basic difference between the two is scale of operation.

Neighborhood convenience establishments may exist as a group of small stores and service shops in a planned shopping center or as a single facility. Typical establishments within this sub-group are grocery stores, drug stores, beauty and barber shops and laundromats. Establishments of this kind serve the immediate surrounding residential area and draw a high percentage of walk-in patrons, although a certain amount of automobile traffic can be expected because of the low population densities common in newer areas. Often the convenience center is isolated from other business activity, but in close proximity to such community facilities as schools, park and recreation areas. Usually these clusters require from 2 to 3 acres.

Local shopping areas are larger groupings of stores and shops of the local convenience type. Frequently occurring at the periphery of a residential area at the intersection of collectors or arterials, they serve two to four adjacent residential areas (local convenience clusters serve one residential area) and may contain supermarkets, drug stores, a hardware store, specialty stores, personal services, and business and professional offices. A local shopping group usually requires 5 to 10 acres for development.

- (f) Travel Service Commercial: Travel Service areas, including motels, highway-oriented service stations, and restaurants, serve business and industrial areas as well as the traveling public. These establishments should be accessible to interregional traffic, but they need not have direct roadway access as long as their location is easily identifiable.

While many patrons pass through the city and stop only overnight, these establishments also serve as the residence of people visiting the area for business or pleasure. Their space requirements relate to





the needs of the entire northern San Diego county area. The space requirement for a specific location is dependent on the amount and type of transient traffic and the needs and extensiveness of nearby business and industrial areas. A site of five or more acres is required to provide a full range of travel services and facilities. Two important factors in developing travel service areas are: (1) maintaining a functional street system through access control, and; (2) preventing detrimental effects on or by adjacent land uses.

- (g) Recreational Commercial: This category provides for commercial uses that are primarily recreational in nature. These uses include activities such as golf course club houses and pro shops, tennis facilities, horse stables, boat launching facilities, motels, restaurants and, if the recreation area is part of a larger planned community, residential uses with densities compatible with surrounding uses.
- (h) Central Business District Commercial: The Central Business District is located in the heart of "old" Carlsbad and is commonly referred to as the "downtown" or "inner city". Existing activities include such things as retail stores, offices, financial institutions, restaurants and service facilities. There are vacant lots and residential uses intermixed throughout the area. A thorough analysis of the problems of the CBD and follow-up recommendations for corrective action were completed in 1971 and are contained in two documents prepared by Duncan and Jones titled "Preliminary Analysis of Problems and Issues - The Inner City" and "A framework for Remedial Action - The Inner City". Specific planning programs need to be developed as a joint effort between the city, Chamber of Commerce and the downtown merchants, in order to revitalize this area.

### 3. Professional and Related Commercial

This classification designates areas which are compatible and environmentally suited to office and professional uses, including compatible and supportive related commercial uses. This land use could be placed along major arterials without creating adverse conditions which are associated with strip development, and can be used as buffers between commercial areas and residential uses.

### 4. Planned Industrial

The Land Use Map designates those areas currently used for, proposed as, or adjacent to industrial development, including manufacturing, warehousing, storage, research and development, and utility use. Agricultural and outdoor recreation uses on lots of one acre or more are considered to be a proper interim use for industrially designated areas.



## 5. Governmental Facilities

This classification of land use designates areas currently being used for governmental functions including Civic Center, maintenance yards and fire stations. As they develop, additional facilities such as branch libraries, auditoriums and community centers may be included in this category.

## 6. Public Utilities

The General Plan contemplates that primary public utility facilities will be located in areas that are classified "U" (Public Utilities). This category of land use designates areas, both existing and proposed, either being used or which may be considered for use for public or quasi-public functions. Sites delineated with precise boundaries represent existing sites or sites which have been precisely fixed by General Plan Amendment for primary functions such as the generation of electrical energy, treatment of waste water, public agency maintenance storage and operating facilities, or other primary utility functions designed to serve all or a substantial portion of the community. Sites identified with a circular "U" designation indicate that the city is studying or may in the future evaluate the location of a satellite waste water treatment facility in an area which could be located within a one kilometer radius of the designation. Specific siting for such facilities shall be accomplished only by a change of zone, specific plan adoption, or master plan approval for developments in the Planned Community zone or other similar actions adopted by ordinance which in any case shall be approved only after fully noticed public hearings.

## 7. Schools

This land use classification represents both existing and proposed school sites necessary to serve the ultimate planning area. The sites are designated as elementary, junior high, high school, continuation school or private school facilities. Sites delineated with precise boundaries represent existing sites and sites shown with a circular symbol represent proposed sites to be confirmed by the respective school districts at time of development.

## 8. Open Space

- (a) Secured Open Space: The plan map indicates the general location of secured or committed open space - primarily open areas secured by the city's acquisition of fee interest or acquisition of development rights (e.g. scenic, conservation, open space, or recreation easements, covenants, deed restrictions, public access easements, required land dedication, etc.).
- (b) Unsecured Prime Open Space Overlay: The map titled "Prime Open Space and Conservation Areas" (identified in the Open Space and Conservation Elements) indicates the general location of valuable, unique or representative examples of natural, ecologic, scenic or cultural resources, and geologic hazard areas. These areas include but are not





limited to flood plain and water resources, hillside and soil resources, and agricultural resources. It is intended that a special management approach be taken in these areas in order to protect and preserve those resources so designated in the adopted Open Space and Conservation Elements of the Carlsbad General Plan.

#### 9. Non-Residential Reserve

This classification of land use designates areas held in reserve for non-residential uses such as agricultural, industrial, recreational, commercial, governmental and utility uses. The burden of proof to reclassify and develop the land lies with the developer or owner. Based on location criteria and on analysis of physical and man-made factors in the area, one large area shown on the Land Use Element map is recommended for non-residential use. Although this acreage far exceeds the demand for a particular use anticipated in the foreseeable future, it is designated for long-range development because it possesses the following set of factors:

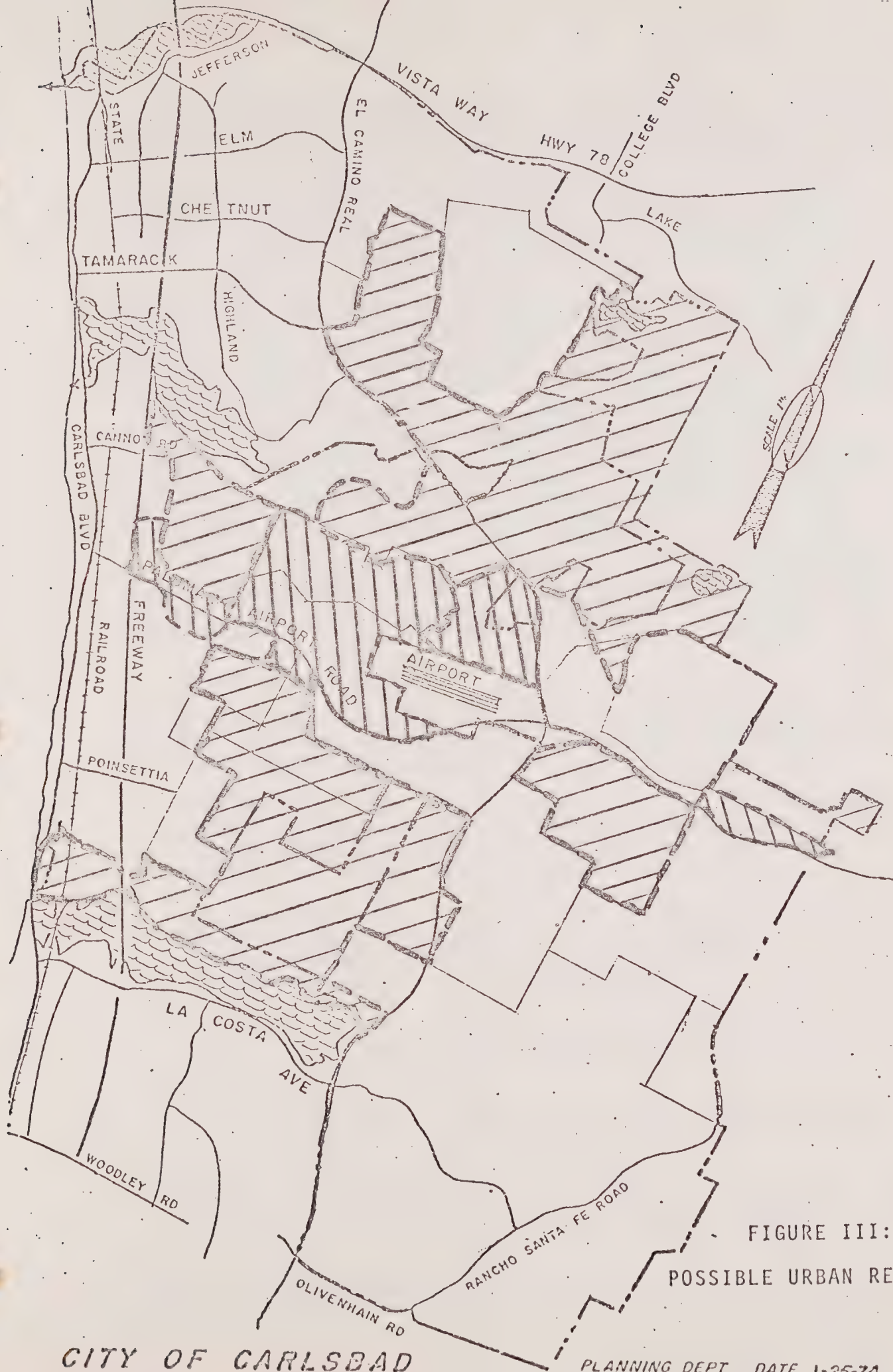
- (a) Physical identity (it would not interfere with the development or functioning of adjoining land use areas).
- (b) Available major surface and air transportation facilities.
- (c) Adequate space for future non-residential development and expansion.
- (d) Because of airport activities much of the land is undesirable for residential uses.

The advisability of maintaining this amount of non-residential space at this location, in advance of an established need, must await a regional analysis study and the test of future events. Agricultural and other interim, non-residential land uses should be encouraged in this area until its ultimate land use character can be definitely established.

#### 10. Urban Reserve

The urban reserve overlay (Figure III) designates areas that may remain as open space for an undetermined period of time, with long range uses indicated on the Land Use Plan. The land reserves are areas where development is not expected nor encouraged to occur in the immediate future. The territory is where critical planning decisions of a major proportion have to be made within the next five to ten years - decisions which could affect or preclude options for a rational pattern of growth and development for Carlsbad. The objectives of identifying such areas include the temporary preservation of "open space" to control development patterns, discourage urban sprawl, channel growth into desirable areas, manage the rate of growth to achieve optimal coordination of utilities and public facilities expenditures, and reserve land (land bank) for future (possibly unforeseen at this time) technological, governmental, commercial and industrial land uses.









Explanatory Note on Timing Development: The classification of Urban Reserve over an area is a development strategy that can be implemented through zoning. A local government can "time development" by designating zones for immediate conversion, i.e., those located proximate to existing developed areas, and "holding zones" or "land banks" still remote from developed areas, which should be held in abeyance. Such regulations impose restraints only for a period of time as opposed to the permanent restrictions on development.

Regulations which control the timing and location of development are a legitimate concern of government because urban sprawl has adverse affects on both the residents of these new developments and the public at large. Wasteful use of land means less open space and fewer of its attendant benefits. The scattered nature of unplanned development is costly because extension of services across vacant land adds to the cost of installation. Residents of sprawling suburbs incur the expense and inconvenience of more cars, and more travel time, and they lose the old-fashioned sense of community. For the farmer who wishes to continue farming, the intrusion of scattered urban uses means higher taxes and the incompatibility of urban uses.

Innovative techniques have been adopted in communities throughout the country facing these problems. (See the discussion of techniques and criteria in the "Open Space Zoning Handbook" prepared by the Assembly Select Committee on Open Space Lands -- California Legislature.)

#### 11. Special Treatment Area

The Land Use Plan designates particular areas that, because of existing conditions, warrant special treatment when considering future land uses. These areas include:

(a) The "Inner City" area as defined by the two reports prepared by Duncan and Jones in 1971, titled "Preliminary Analysis of Problems and Issues - The Inner City" and "A Framework for Remedial Action - The Inner City" and surrounding area.

(b) The Palomar Airport Influence Referral Area as defined by the Preliminary Plan prepared by Wilsey and Ham for the Comprehensive Planning Organization in 1974, titled "Comprehensive Land Use Plan - Palomar Airport".

(c) The area north of Palomar Airport Road, on the easterly boundary of the planning area, currently being impacted by the Carlsbad Raceway.

(d) The three areas currently being considered by the County as potential Regional Park sites.

(e) The rock and mineral extraction areas within the city.

(f) The proposed community core area located in Southeast Carlsbad.

Other areas that are specifically impacted by such things as noise and geologic hazards are delineated in their respective elements of the General Plan.



## 12. Combination District

Some areas of the city are suitable for more than one of the aforementioned classifications. These areas are normally transitional in nature and lie between two or more incompatible land uses. The Land Use Plan designates these areas by cross-hatching them with the appropriate colors assigned to each land use category. A proposed use falling under either category and defined within an approved Specific Plan for the area would be consistent with the Land Use Element.

## 13. Unique and Special Uses

Within each land use designation, there is the potential for certain land uses that possess unique and special characteristics. These uses may include, but are not limited to, cemeteries, churches, golf courses, mobile home parks, recreational vehicle parks, public and quasi-public accessory buildings and facilities, and hospitals.

These types of uses cannot be automatically placed within any particular Land Use category and must be reviewed on an individual site basis. Criteria for this review should include the following:

- a. The proposed use is necessary and desirable for the city;
- b. The proposed use will be in accord with all of the Elements of the General Plan;
- c. The proposed use is not detrimental to existing or planned uses in the same vicinity;
- d. The proposed site is adequate in size and shape to accommodate the proposed use and any future expansion that may be necessary;
- e. The street system serving the proposed use is adequate to properly handle all traffic generated by the proposed use with minimum disruption to existing area.

## D. CONSISTENCY

Recent changes in State laws have established new requirements for government regulations of land use and development. Specifically the Government and Business and Professions Codes have been modified so that the administration of zoning and subdivision ordinances now requires consistency with the adopted General Plan. The provisions of these codes were changed by Assembly Bill 1301 (1971 legislative session) and Assembly Bill 1725 (1972 legislative session) to require that all cities and counties approve only those zone changes or land division maps that are found to be consistent with the adopted city General Plan. In addition, this legislation requires consistency between existing zoning ordinances and the Land Use Element.

Therefore, the city must make its zoning ordinance and General Plan compatible and insure that future development proposals are consistent with the adopted city General Plan. As a definition of consistency, the city will adhere to the language contained in Assembly Bill 1725 as follows:







"A zoning ordinance shall be consistent with a city or county General Plan only if ...(ii) the various land uses authorized by the ordinances are compatible with the objectives, policies, general land uses and programs specified in such plan."

These are the policies and criteria of this plan for accomplishing this state requirement.

1. A land use proposal or zone, which if implemented would contribute to achieving the objectives established for the area by the General Plan, would clearly be inconsistent;
2. A land use proposal or zone, which if implemented would prevent the achievement of the objectives established for the area by the General Plan, would clearly be inconsistent; and
3. If a proposed land use zone is not obviously consistent or inconsistent, then the Planning Commission and City Council must make a determination as to whether the proposed land use or zone, if implemented, would be compatible with the development of the surrounding area in the manner contemplated by the General Plan.

E. BOUNDARY DEFINITION

It is the intent of the city General Plan Map to show the general outlines of various land use allocations. The boundaries are not intended to be precise, and a reasonable transition of uses is not precluded by the plan map boundaries. When uncertainty does exist as to the precise boundary lines of various land uses identified on the map, such lines shall be interpreted in the following manner.







- (a) Where boundaries appear to follow the center line of a street or highway, boundaries shall be construed to follow such lines.
- (b) Where boundaries appear to follow ownership boundary lines, boundaries shall be construed to follow such lines.
- (c) Where boundaries appear to follow topographic features such as valleys or ridgelines, boundaries shall be construed to follow such features.
- (d) Where boundaries appear to reflect environmental and resource management considerations, boundaries shall be construed in a manner which is consistent with the considerations that the boundary reflects.

If the application of the above guidelines does not resolve the uncertainty or if the Planning Director or the affected property owner considered the result to be inappropriate, the matter may be referred to the Planning Commission for decision. The Planning Commission shall resolve the uncertainty in accord with all of the provisions of applicable Specific and General Plans. The decision of the Planning Commission may be appealed to the Council in accord with the usual procedures.

## V. LAND USE GUIDELINES

The purpose of these guidelines is to provide guidance and direction in the preparation of specific plans and programs and in the handling of daily affairs in order to constantly strive toward the goals of the city. General guidelines for land use as well as specific guidelines for residential, commercial and industrial land uses are presented. Guidelines for open space and conservation, circulation, parks and recreation are cited in other sections of the General Plan.

### A. GENERAL GUIDELINES

1. Through the development and arrangement of various land use components, create a distinctive sense of place and identity for each community and neighborhood of the city.
2. The community's visual form, as well as that of the neighborhoods within, should be pleasing to the eye, rich in variety, highly identifiable and legible and reflect cultural and environmental values of the residents.
3. Establish development standards for all land use categories that will preserve natural features and characteristics, especially those within rural, coastal and/or hillside areas.
4. Buildings used for large public assembly, including, but not limited to schools, theaters, auditoriums and high density residential development, should be limited to those areas which are relatively safe from unexpected seismic activity and hazardous geological conditions.



7. In cooperation with the School District, the city should require the development of park sites adjacent to school properties and continue the requirement of housing developers to provide an appropriate area of their site for active open space, park and recreational use.
8. Provide for a sufficient diversity of land uses so that schools, parks and recreational areas, churches and neighborhood shopping centers are available in close proximity to each resident of the city.
9. Endeavor to maintain suitable and adequate sites for commercial and industrial facilities which are determined to be income producing developments.
10. Develop and maintain suitable and adequate landscaping, undergrounding, sign control, site and building design, parking and performance standards to insure that all existing and future commercial and industrial developments are compatible with surrounding land uses.
11. Develop a system of public facilities adequate for the projected population.
12. Make zoning consistent with the general plan.

B. RESIDENTIAL GUIDELINES

1. Retain the present predominance of single-family residences throughout the community; while providing a variety of housing types in the communities within the city, including townhouses, condominiums, apartments, mobile homes, modular and prefabricated housing.
2. Encourage a variety of residential accommodations and amenities in the downtown area so as to increase the advantages of "close in" living and convenient shopping in the commercial core.
3. Limit medium and higher density residential developments to those areas where they are compatible with the adjacent land uses, and where adequate and convenient commercial services and public support systems such as streets, parking, park, schools and utilities are, or will be, adequate to serve them.
4. Restrict the highest residential densities to areas in or near the core commercial area and beach.
5. Channel large-scale development of apartments into areas which are most appropriate from the standpoint of convenience, access and replacement needs.
6. Preserve the neighborhood atmosphere and identity of existing residential areas.
7. Achieve a variety and choice of housing in all economic ranges throughout the city.
8. Offer safe, helpful, attractive residential areas with a wide range of housing types, styles and price levels in a variety of locations.





9. Encourage cluster-type housing and other innovative housing design that provides adequate open space areas around these developments.
10. Coordinate provision of peripheral open areas in adjoining residential developments to maximize the benefit of the open space.
11. Locate multi-family uses near commercial centers. This would provide housing in close proximity to these facilities to the highest number of people possible. These residential developments should have adequate open space where located adjacent to commercial or industrial development.
12. Higher density residential uses should be in close proximity to open space, community facilities, and other amenities.
13. Encourage orderly residential development, expand utility systems with a minimum of expense to the taxpayer, and avoid "leapfrog" subdivisions.
14. Consider high and medium high density residential areas only where existing or proposed public facilities can accommodate the increased population.
15. Hillside areas should only accommodate densities that are compatible to slope preservation.
16. Densities and intensity should decrease as the slopes in the hillside areas increase.
17. Introduce programs to revitalize all areas which are deteriorating or have a high potential of becoming deteriorated.
18. Encourage the provision of low and moderate income dwelling units to meet the objectives of the city's Housing Element.

C. COMMERCIAL GUIDELINES

1. Provide safe, convenient, attractive commercial facilities in keeping with growth rates.
2. Provide within the downtown core commercial area an organized system of land uses to be grouped in a community setting, rather than sprawl or strip commercial setting. Such uses should include administrative and professional offices, business services, retail outlets and governmental offices.
3. Provide within the commercial area of the downtown core a variety of space and locations for specialty, unique and attractive type shops with a strong pedestrian orientation, thus, better enabling the area to attract a wide range of community oriented type uses which would otherwise locate elsewhere.
4. Provide a variety of commercial and tourist recreational activity in the downtown core commercial area, especially close to the beach, in connection with special entertainment facilities, restaurants and other uses which will foster the community concept.



5. Limit the type and amount of commercial uses to those which can feasibly be supported by the trade area and to those which are consistent and compatible with the prime concept and image of the community as a desirable residential, open space community.

6. Commercial recreation or destination tourist facilities, in particular, should be carefully controlled so as to protect the residential character of the community and the opportunity of local residents to enjoy (in a safe, attractive and convenient manner) the continued use of the beach and local transportation and parking facilities.

7. Each community should have easy access to a shopping center or centers. The shopping center should serve to establish the identity of the community.

8. The community commercial centers should be accessible by bicycle and pedestrian trails as well as automobiles, with emphasis on the bicycle and pedestrian trails in the immediate neighborhood.

9. As in the neighborhood center, the community commercial center should encompass landscaped courtyards, pedestrian ways, bicycle trails, landscaped parking lots, and the use of harmonious architecture in the construction of buildings.

10. In addition to the "downtown" core commercial area of the city and the regional shopping areas, commercial facilities should be located within identified communities in order to insure convenience access. Locating commercial facilities in communities and large planned residential developments as activity focal points and providing non-vehicular transportation corridors to them will assure their physical integration within the community.

11. Each community should contain or be conveniently linked by non-vehicular transportation corridors to at least one important recreational or cultural facility.

12. Limit future regional commercial development to the existing Regional Shopping Center, the downtown core commercial area, and the regional facility located southeast of the intersection of the San Diego Freeway and Cannon Road.

13. Design and construct all commercial areas with sufficient offstreet parking and loading facilities.

14. Encourage cleanup, landscaping, beautification, utility undergrounding, and additional parking in the downtown core commercial area.

15. Encourage the types of commercial activities which will supply the city with a broad economic base.

16. Utilize existing commercial land in the downtown core commercial area as much as possible before creating additional community commercial zoning.





17. The neighborhood (or local) commercial areas provide for convenience facilities and goods to serve the needs of the immediate neighborhood. All uses within this classification must be oriented to the immediate neighborhood and compatible with adjacent patterns of development. Until such time as precise locations for neighborhood commercial facilities are developed through the creation of specific plans, the following guidelines should assist in distributing local commercial zoning:

- (a) Encourage the development of neighborhood commercial activities in centers with common planning, design and facilities (such as parking, ingress and egress).
- (b) Wherever possible, locate neighborhood commercial development at intersections of primary and secondary streets; wherever neighborhood commercial development must of necessity be located adjacent to major streets, ingress and egress should be from the lesser of the intersecting arterials.
- (c) Locate neighborhood commercial development so that wherever possible it is centrally located within its service area.
- (d) Locate neighborhood commercial sites at an optimal distance from regional and community commercial centers.
- (e) Neighborhood commercial centers should be generally located on mile apart.
- (f) While there is no absolute standard for the number of local commercial acres needed to adequately service a given number of people, there should generally be one acre of neighborhood commercial development per 1,000 population of the service area. This standard should be tempered by the character of each particular service area.
- (g) The area of a local commercial development should generally be four to ten acres.
- (h) In order to assist the Planning Commission in determining the adequacy and appropriateness of neighborhood commercial development, justification in the form of a statistical analysis of the market service area of a proposed neighborhood commercial development should be provided by the developer at the time of zoning.
- (i) Excessive undeveloped commercial zoning should be regularly reviewed and evaluated for its ability to serve the community.

#### D. INDUSTRIAL GUIDELINES

- 1. Limit general industrial development within the community to those areas and uses which are provided with adequate transportation access and are appropriate to and compatible with the residential community.



2. Concentrate industrial uses in those areas least desirable for residential development -- in the general area of the flight path corridor of Palomar Airport.
3. Provide land for industrial development commensurate with growth rates and desirable environmental quality standards.
4. Provide for industrial sites that are large enough and level enough to permit ample space for on-site parking, appropriate landscaping, and loading facilities as well as areas for expansion.
5. Protect areas designated for industrial use from encroachment by incompatible non-industrial uses.
6. Encourage new industrial development to be located in modern, attractive, well-designed and landscaped industrial parks.
7. Regulate industrial land uses on the basis of performance standards, including noise, emissions, traffic, etc.
8. As with other major land use areas, industrial districts should be bounded by significant physical features such as primary streets, streams and railroads to protect their integrity and promote their identity.
9. The physical development of industrial areas should recognize the need for compatibility among the industrial establishments involved and incompatible uses should not be permitted.
10. Industrial traffic should not interfere with the functioning of other land use areas.
11. The industrial activities and related services provided in an industrial area should perform functions necessary and desirable in the overall operation of the industrial area.
12. The development of an industrial area should adequately provide for internal traffic, utilities, and other operational needs, and each industrial establishment within the area should fully provide for its individual needs (employee parking, loading, storage).
13. Nuisance factors (noise, smoke, dust, odor and glare) should be controlled and not permitted to exceed the State and Federal standards.

#### E. URBAN RESERVE GUIDELINES

1. Urban Reserves should be planned as complete units whenever possible. Piecemeal planning of reserve areas must be avoided and total, comprehensive planning should be required in these areas before amendments to the Land Use Element are considered.
2. The extension of roads, public services and facilities into these areas prior to the adoption of a specific plan should be discouraged.





3. Plans for the Urban Reserves should be harmonious and integrated with adjacent land use and/or plans.

F. LAGOON GUIDELINES

Until specific plans are presented to the city that demonstrate the desirability of an alternative course of action, the city of Carlsbad should protect the public's interest in the lagoons and adjacent lands by the following:

1. Preserving Buena Vista Lagoon as a visual resource and wildlife preserve.
2. Keeping future options open for use of Agua Hedionda Lagoon and Batiquitos Lagoon as scenic and multi-purpose recreation facilities (private and public ownership and management), and encouraging the establishment of Regional Parks. No land uses should be permitted that will diminish the opportunity to develop these lagoons as a regional recreation facility, with the necessary complementary private land uses on adjacent lands.
3. Limiting future development adjacent to the lagoons and beach in such a manner to provide maximum physical and visual accessibility to these resources for public use and enjoyment.

G. DEVELOPMENT GUIDELINES --- UTILITIES AND PUBLIC SERVICES

Each application for development of property should be rated with regard to the following specific criteria:

1. Conformance with the General Plan and other municipal standards and criteria.
2. The capacity of water system to provide for the needs of the proposed development without system extensions beyond those normally installed by the developer.
3. The capacity of the sanitary sewers to dispose of the wastes of the proposed development without system extensions beyond those normally installed by the developer.
4. The capacity of the drainage facilities to adequately dispose of the surface runoff of the proposed development without system extensions beyond those normally installed by the developer.
5. The ability of the Fire Department of the city to provide fire protection according to the established response standards of the city without the necessity of establishing a new station or requiring addition of major equipment to an existing station.
6. The capacity of the appropriate school to absorb the children expected to inhabit a proposed development without necessitating adding double sessions or other unusual scheduling or classroom overcrowding.





3. Plans for the Urban Reserves should be harmonious and integrated with adjacent land use and/or plans.

F. LAGOON GUIDELINES

Until specific plans are presented to the city that demonstrate the desirability of an alternative course of action, the city of Carlsbad should protect the public's interest in the lagoons and adjacent lands by the following:

1. Preserving Buena Vista Lagoon as a visual resource and wildlife preserve.
2. Keeping future options open for use of Agua Hedionda Lagoon and Batiquitos Lagoon as scenic and multi-purpose recreation facilities (private and public ownership and management), and encouraging the establishment of Regional Parks. No land uses should be permitted that will diminish the opportunity to develop these lagoons as a regional recreation facility, with the necessary complementary private land uses on adjacent lands.
3. Limiting future development adjacent to the lagoons and beach in such a manner to provide maximum physical and visual accessibility to these resources for public use and enjoyment.

G. DEVELOPMENT GUIDELINES -- UTILITIES AND PUBLIC SERVICES

Each application for development of property should be rated with regard to the following specific criteria:

1. Conformance with the General Plan and other municipal standards and criteria.
2. The capacity of water system to provide for the needs of the proposed development without system extensions beyond those normally installed by the developer.
3. The capacity of the sanitary sewers to dispose of the wastes of the proposed development without system extensions beyond those normally installed by the developer.
4. The capacity of the drainage facilities to adequately dispose of the surface runoff of the proposed development without system extensions beyond those normally installed by the developer.
5. The ability of the Fire Department of the city to provide fire protection according to the established response standards of the city without the necessity of establishing a new station or requiring addition of major equipment to an existing station.
6. The capacity of the appropriate school to absorb the children expected to inhabit a proposed development without necessitating adding double sessions or other unusual scheduling or classroom overcrowding.



7. The capacity of the appropriate school to absorb the children expected to inhabit a proposed development without necessitating adding double sessions or other unusual scheduling or classroom overcrowding.
8. The capacity of major street linkage to provide for the needs of the proposed development without substantially altering existing traffic patterns or overloading the existing street system, and the availability of other public facilities (such as parks and playgrounds) to meet the additional demands for vital public services without extension of services beyond those normally provided by the developer.

H. DEVELOPMENT GUIDELINES -- QUALITY OF SITE DESIGN

Each application for development of property should be rated with regard to the following specific criteria:

1. Site design quality which may be indicated by the harmony of the proposed buildings in terms of size, height and location, with respect to existing neighboring development.
2. Site design quality which may be indicated by the amount and character of landscaping and screening.
3. Site design quality which may be indicated by the arrangement of the site for efficiency of circulation, or on-site and off-site traffic safety, privacy, etc.
4. The provision of public and/or private usable open space and/or pathways designated in the Open Space and Parks and Recreation Elements.
5. Contributions to and extensions of existing systems of foot or bicycle paths, equestrian trails, and the greenbelt provided for in other Elements of the General Plan.



## I. DENSITY TRANSFER GUIDELINES

Use the implementation tool of a "Density Transfer Ordinance" to manage the configuration of growth and implement the Land Use Element.

Density transfer ordinances provide an incentive for a developer to do certain things that are considered desirable by the community in return for increasing permitted densities on land that is particularly suitable for development. Currently, Carlsbad utilizes such provisions in planned unit development ordinances to obtain open space; however, this technique could be extended to smaller parcels. In addition, this technique could also be utilized in conjunction with floor area ratio standards in downtown development to obtain such amenities as plazas, access corridors to public transit stations and sidewalk widenings.

Such a system would give developers the option of developing at ordinary densities or at increased densities if they dedicate significant open space lands to the jurisdiction. The California Supreme Court has indicated that there is a rational connection between development and the need for open space, even if the open space is not immediately adjacent to the proposed development, so there should be a few legal problems if adequate support for the provisions are evident in the planning process.

An ordinance could be drafted that gave a developer several options in the way that such density bonuses could be earned. Open space around the development could be dedicated. Fees could be paid into a fund that was earmarked for open space acquisition or development. Where local planning efforts have identified open space areas that would be best protected if owned by the public, developers could also be permitted to dedicate any of that land even if it was not immediately adjacent to the proposed development. In preparing such programs, the city of Carlsbad should consider the following:

1. The areas that may be dedicated in order to obtain density bonuses should be significant open space areas that have been carefully selected in the local open space plan.
2. The areas where densities may be increased through dedication of open space should be particularly suited to increased development and should also be specifically identified in the jurisdiction's plan.
3. The ordinance should provide definite standards that relate the amount of open space dedicated with the increase in density permitted.





## J. SPECIAL TREATMENT AREA GUIDELINES

1. A Specific Plan should be prepared for the downtown area. This plan should be a joint effort of the city and downtown merchants and residents and should be directed at revitalizing the entire "Inner City" area. Until this plan is completed, any proposed use that would be inconsistent with the uses designated on the Land Use Plan should be discouraged. Upon approval of a site development plan, density allocations as shown on the Land Use Plan for the "Inner City" and surrounding areas may be increased if the city finds that such an increase is consistent with the goals and objectives of the Land Use Element and with an approved Specific Plan for the "Inner City".

2. Any proposed use within the Palomar Airport impact area should be referred to the County Airport Land Use Commission for their review and comment. Any use proposed in the area designated as Non-Residential Reserve on the Land Use Plan must justify its viability over the other possible uses. A Specific Plan for the entire influence area should be prepared by the city, County of San Diego and involved property owners.

3. As urban uses encroach upon the Carlsbad Raceway, operating under a Conditional Use Permit, the city will have to decide what the ultimate land uses in this area should be. If the use of the Raceway is to be terminated, residential and non-residential land uses, consistent with the rest of the Planning area should be imposed on the area. If the raceway is to remain in operation indefinitely, proper land use buffers should be applied as shown on the Land Use Plan. A long-range Specific Plan should be developed for this area.

4. Until the feasibility of locating a Regional Park at Lake Calavera, Batiquitos Lagoon and Agua Hedion Lagoon is resolved, or until specific plans are presented to the city that demonstrate the desirability of an alternative course of action, the city of Carlsbad should protect the public's interest in these areas by discouraging any proposed use that would be inconsistent with the purpose and intent of the Open Space and Parks and Recreation Elements of the General Plan.

5. Areas currently used for, or have the potential of, being used for mineral or rock extraction should be identified and particular care should be utilized when considering adjoining land uses that would be incompatible to the extraction process.

6. A Specific Plan should be prepared for the proposed community core area located in southeast Carlsbad. Particular attention should be given to the possible land uses, their function and need, and their impact on the surrounding area and the rest of the city.





## VI. ENVIRONMENTAL IMPACT CONSIDERATIONS

The California Environmental Quality Act (CEQA) requires an evaluation of the environmental effects of all public and private projects which may have a significant impact on the environment. This requirement applies to all General Plan Amendments, inasmuch as they set the framework for future land use decisions.

CEQA requires the Secretary of Resources to prepare guidelines for environmental impact analysis. These EIR Guidelines (as amended in December, 1973) allow the Environmental Impact Report for a General Plan element to be contained within the element text, providing that:

1. The element addresses the seven points required in the CEQA Guidelines.
2. The document contains a special section or cover sheet identifying where the General Plan addresses environmental impact considerations.

This environmental impact analysis has a two-fold purpose. First, in meeting the CEQA requirements, it attempts to examine the environmental ramifications of the Land Use Element. Quantifiable impacts will generally be limited to those policies directly affecting residential densities and the relative proportions of land use categories. Since the whole basis for the Land Use Element is to provide an underlying policy framework over which specific land use determinations can be laid, the environmental analysis can be used only in the broadest sense: to evaluate the consistency of land use categories in their relationship to the environmental goals and policies contained in the text. The second function of this environmental analysis is to summarize the environmental policy guidelines contained within the text. Environmental goals are balanced with social and economic goals. It is this interplay of social, economic and environmental goals as contained within all the component Elements of the General Plan which should guide the environmental review process for all future development. Critical resources and aesthetic values are defined. Criterion for development in areas subject to environmental hazards are promulgated. Areas which, due to unique qualities, require special treatment are identified.

In effect, the Land Use Element is its own environmental impact analysis: Defining broad environmental objectives and creating a system of land uses and development guidelines which promote those environmental objectives.

The Land Use Element is only an adjunct to the total General Plan, and is in no sense complete as an insular document. Environmental concerns relating to open space, seismic safety and geologic hazards, scenic corridors, housing, etc. are elaborated on within those respective elements. A truly comprehensive environmental impact report must necessarily relate the various component elements of the entire General Plan. Accordingly, it is anticipated that a complete EIR will be prepared at such time as the various elements are adopted.



## ENVIRONMENTAL IMPACTS OF THE PROJECT

As noted before, the only immediately identifiable impacts associated with the Land Use Element are limited to: (1) Population growth, and (2) the relative proportions of land use categories (i.e., the balance between residential, open space, commercial and industrial uses). This discussion is limited to a general analysis of those two considerations.

Population growth is a nebulous issue when related to a General Plan since projected populations at any given time tend to be statistically unreliable. The myriad of factors affecting the rate of growth - such as migration trends, birth rates, and construction trends - lack predictability, and are therefore of limited usefulness. Consequently the Land Use Element has been structured so that any new development cannot be evaluated on ultimate density alone, but must be justified in terms of certain minimum requirements (namely service availability, market demand, proximity to urbanized areas, and consistency with environmental policies). The projected populations and density allocations are based on optimum conditions and maximum growth pressures. Actual growth may be well below the projected ultimate levels, but it may not exceed it.

Growth by itself does not necessarily impact the environment. It is the secondary effects associated with growth (i.e., increased congestion, increased demand for services, increased emissions, etc.) which must be mitigated. The Land Use Element not only proposes that growth be accommodated solely on the basis of the city's ability to absorb or adequately mitigate any adverse impacts, but goes a step further by creating a mechanism through which the growth pattern can be guided and controlled: the Urban Land Reserve and Non-Residential Reserve. These concepts attempt to compromise the city's goal of guiding orderly growth with the property owners concern for relief from excessive property taxation, and with the legal issues of controlled growth as determined by recent court cases. By precluding premature land use commitments through the voluntary cooperation of landowners, the potential for too rapid or haphazard growth is significantly reduced.

The following proportion of various land use allocations was based on the following factors: (1) Optimum population and density concentrations; (2) Service and support uses (principally commercial and public facilities) necessary to provide basic needs of the ultimate population; (3) Industrial and Commercial allocations in relation to projected work force; (4) Adequate open areas and recreational amenities to provide psychological relief, recreation and aesthetic stimulation for the ultimate population; (5) Physical suitability of the land for a given use.

The utilization of these factors creating the Land Use Map is discussed at some length in the text. It is important to note that





certain intrinsic mitigations have been proposed to assure a high degree of compatibility for all proposed uses. For example, the requirement that all industrial uses be relatively pollution-free will mitigate adverse air quality impacts on residential uses. Or, the location of intensive commercial uses adjacent to major highways mitigates potential circulation and congestion impacts.

In the most general sense, the physical location of various uses has been based on environmental considerations:

1. The buffering (through physical separation) of residential areas from adverse impacts associated with industrial, commercial, major roadways, and other potentially obnoxious uses.
2. The location and development of circulation patterns which facilitate traffic movements as well as decreasing trip length between home, work, schools and shopping facilities.
3. The creation of four nuclear residential communities within the city contributes to a sense of individual community identity, convenience, and ease of pedestrian and traffic movements.
4. The distribution of open space and recreational areas so as to provide maximum benefits for all residents.
5. The protection of the general populace in areas subject to environmental hazards.

#### GOALS AND POLICIES

The intent of the Land Use Element is to provide some general goals and policies for environmental protection which can be used in conjunction with city's Environmental Protection Ordinance in guiding decisions affecting the physical, social, and economic character of Carlsbad. The text stresses a project-by-project evaluation based on environmental impact assessment. Specifically, the goals emphasize protection of existing resources, maintenance of a desirable living environment, and protection of the citizenry from environmental hazards. While General Plan goals are by their very nature generalized when applied to specific development plans, they can be used as a subjective indicator of community values. Whereas, and EIR may identify the physical impacts which may be anticipated with a project, the General Plan can measure the significance of those impacts. For instance, an EIR may state that a certain project may cause considerable erosion of a coastal bluff. The General Plan would thereby guide a decision to require mitigations to such an impact.









# REVISED PARKS & RECREATION ELEMENT



IWANAGA  
ASSOCIATES

JUNE 1982  
City of Carlsbad



## CITY OF CARLSBAD

City Officers: Mayor..... Ronald C. Packard  
Vice-Mayor..... Mary Casler  
City Manager..... Frank Aleshire  
Ass't City Manager..... Ronald A. Beckman  
Ass't City Manager..... William C. Baldwin  
Ass't City Manager..... Frank Mannen

### City Council

Ronald C. Packard  
Mary Casler  
Girard W. Anear  
Claude A. Lewis  
Ann J. Kulchin

### Planning Commission

Mary Marcus  
Vernon J. Farrow, Jr.  
Jerry Rombotis  
E.H. Jose, Jr.  
Clarence H. Schlehuber  
Johnathan D. Friestedt  
Stephen L'Heureux

### Parks and Recreation Commission/Project Task Force

Laurie Nelson Boone  
Shirley Dahlquist  
Barbara Donovan  
Jeanne B. McFadden  
John S. Murk  
Dennis McKee  
Scott Wright

### Parks and Recreation Department

David L. Bradstreet, Director of Parks and Recreation  
Robert E. Wilkinson, Park Planner  
Douglas J. Duncanson, Park Superintendent  
Lynn Chase, Recreation Superintendent

### Planning Department

James C. Hagaman, Planning Director  
Thomas Hageman, Principal Planner  
Charles Grimm, Associate Planner  
Gary Wayne, Assistant Planner



## EXECUTIVE SUMMARY

### Purpose

Because of changes in demographics, economics, new parks and recreation concepts (privitization), budget constraints, and a demand for energy conservation, a revision of the existing Carlsbad Park and Recreation Element was necessary. The intent of this document is to establish an updated Park and Recreation Development Program with the ultimate objective to provide optimum recreational opportunities to all residents of the City of Carlsbad.

### Major Accomplishments

#### 1. Standardize and Consolidate Park Facilities

##### A. New Standards

- Community Park 2.0 ac/1000
- Special-Resource Areas 2.5 /1000
- Special-Use Areas .5 /1000
- Community Parks are 20 to 50 acres with a multitude of recreational services and programs.
- Special-Resource Areas are locations of 100 acres or more; or, a unique character and/or use, not found in community parks; or the local beaches and lagoons.
- Special-Use Areas are 1 to 5 acres and provide a specific recreational function to the community.

##### B. Eliminated future city responsibility for mini, vest-pocket, and neighborhood parks.

##### C. New park acreage projections based on acres per thousand:

	<u>1990</u>	<u>2000</u>	Unknown (Build-Out)
Community	147.6	238.8	320
SRA	184	278	400
SUA	37	59	80

#### 2. The Element has established 10 goals, 26 policies and 22 action plans. These directives have been organized into four major headings. Management, Facility Planning, Programs and Economics. The highlights of this section are:

##### A. Management

Encourage private sector development of public recreation facilities (privitization).





- Develop a citywide signing program.
- Develop a non-profit organization for sponsorship and donations.
- Develop guidelines for industrial participation in providing recreational facilities.

City will be responsible for quality of public and private recreation facilities and programs on public land.

- Provide recreational opportunities for the handicapped.
- Promote self-supporting recreational programs.

Community parks shall be provided by the private sector through land dedication.

- Revise Quimby Ordinance.

Develop plans for the joint development and maintenance with private concerns for Lake Calavera, Carrillo Ranch, and Macario Park.

- Develop maintenance standards for the various park areas.

All new private developments shall pay both the PIL and PFF.

#### B. Facility Planning

Location of public recreation facilities shall be in accordance with the Parks and Recreation Development Plan.

- Prepare joint-use facility agreements with the School District
- Rehabilitate existing facilities.
- Enter into long-term agreements with S.D.G.&E.

#### C. Programs

Encourage program development of traditional public recreational needs, trend-oriented interests, and cultural and nature-oriented facilities.

#### D. Economics

City will encourage development of motor inns and hotels near the ocean and lagoons.

City shall measure the degree to which a park investment may generate expenditures within Carlsbad.



Supplemental information is provided in additional appendices. Unlike the Element, these texts are not prepared for adoption by City Council as part of the General Plan. Their purpose is to:

1. Document the research information necessary in the formulation of the Element.
2. Provide additional clarification.

Appendices A through D were prepared prior to the formulation of any draft copies of the revised Element. An additional appendix entitled, Technical Appendix, was prepared during the refinement of draft stages. This appendix contains additional research needed to test the feasibility of goals, policies, and action plans of the Element and qualifying information that will assist City planners during implementation.



# TABLE OF CONTENTS

I. Introduction	
A. Intent	1
B. State of California Law Requirements	
C. General Plan Relationships	3
II. Facility Standards (Table)	4
III. List of Special-Resource Areas	
A. Macario/HUB	5
B. Lake Calavera	5
C. Carrillo Ranch	6
D. Lagoons and Beaches	6
IV. Goals, Policies and Action Plans	7
A. Management	7
B. Facility Planning	11
C. Program	14
D. Economic	15
V.. Glossary	17
VI. Parks and Recreation Development Plan	
A. Uses In Recreation Areas Matrix	19
B. Proposed Public Parks Development Plan	21





## I. INTRODUCTION

### A. Intent

The intent of the Parks and Recreation Element is to establish a Parks and Recreation Development Program for the City with the ultimate objective to provide optimum recreational opportunities to all residents of the City of Carlsbad. The Program established by this Element contains the following:

#### 1. Facility Standards

This section defines the classifications of recreational facilities and the minimum level of acceptance for their development as suited to the needs of the residents, tourists, and employees within Carlsbad.

#### 2. Special-Resource Areas

This section indicates three areas that are of special significance to the overall Parks and Recreation Development Plan.

#### 3. Goals, Policies and Action Plans

- . The Goals are intended to provide the framework for public and private decision-making in regards to provision of recreational opportunity. They reflect the needs and desires of the citizens.
- . Policies define the course of action for the goals.
- . Action plans refer to specific actions for short-range implementation.



#### 4. Parks and Recreation Development Plan

This plan is a combination of ancilliary graphics and matrices that clarify the goals, policies, and action plans. These include:

- . Uses In Recreation Areas Matrix.
- . Proposed Public Parks Development Plan

#### B. State of California Law and Requirements

The General Plan of a city may include a recreation element. It is not a mandatory element.

The Government Code 65303 reads as follows concerning recreation elements.

"A recreation element (of the General Plan) shows a comprehensive system of areas and public sites for recreation, including the following and, when practicable, their locations and proposed development:

1. Natural reservations
2. Parks
3. Parkways
4. Beaches
5. Playgrounds
6. Recreational community gardens
7. Other recreation areas"

Local governments may include any or all of the items described in this section; and while a recreation element need not address each facility listed, it is advisable to be comprehensive and to include as many facilities as are locally relevant.



### C. General Plan Relationships

California law requires that General Plans contain an integrated, internally consistent set of policies.

This Parks and Recreation Element, although not mandatory, has been formulated with the General Plan in mind.

Additionally, goals, policies and action plans have been formulated to be consistent with the objectives established in the Local Coastal Plan.

The Parks and Recreation Element is most effected by the Land-Use Element, in that each particular classification of recreational facility has been located within a compatible land-use area. This Element does not dictate specific locations for recreational facilities, with the exception of special-resource areas, but rather recommends general areas and site criteria for future recreational facility development.

The Parks and Recreation and Open Space Elements have a strong relationship. The Open Space Element identifies within it's text, areas desirable for open space conservation. These areas are geographically shown on the Land-Use Map and are suitable for recreational activities. The Parks and Recreation Element proposes recreational use in some of these areas when they are compatible to land-use and potentially appropriate to public recreational needs. The intent of this Element, however, is not to establish land-use policies for these areas, but rather provide recreational opportunity within the context of the existing General Plan policies.



FACILITY STANDARDS

CLASSIFICATION	SIZE/SIGNIFICANCE	LEVEL OF SERVICE	ACCESS	OWNERSHIP	STANDARD
Special-Resource Area	100 Acres + Unique character and/or use not found in community parks  Local beaches and lagoons	City-wide	Vehicular Bicycle	Public with Private concessionaire operation	2.5 ac/1,000 population
Community	20 to 50 acres as a guideline	Community	Vehicular Bicycle (Located adjacent to secondary arterial or greater)	Public	2.0 ac/1,000 population
Special-Use	1 to 5 acres	Neighborhood and Community	Vehicular Bicycle (Located adjacent to secondary arterial or greater)	Public, Private and Quasi-Public	.5 ac/1,000 population
Recreation Facilities For Industrial Areas	Negotiated with Developer	In proximity Business and Industry Employees	Pedestrian	Private	No Standard

NOTE: SEE "GLOSSARY" FOR DEFINITIONS OF FACILITY CLASSIFICATIONS.





### III. MASTER LIST OF SPECIAL-RESOURCE AREAS

#### A. Macario/HUB

The Macario/HUB area will provide major athletic facilities, a conference center and nature-oriented recreation. Although listed as a special-resource area, part of the site's acreage is planned for community park site use. Refer to the separate report entitled "Macario Canyon Park - Development Plan" for the Specific Plan.)

#### B. Lake Calavera

The Lake Calavera area is 252 acres, which includes approximately 30 acres of water. It was purchased by a Water Revenue Bond which is due for maturation in 1983. This area provides an opportunity for nature activities. Activities developed are:

- . camping
- . fishing and passive-boating
- . hiking and equestrian riding

Responsibility for this area shall be shared. The City will provide the land for lease and will guide private concessionaires in facilities development and maintenance. Private concessionaires will operate the facilities. The majority of activities should be self-supporting and fee-oriented.

If Council determines to use the area for a park, this will be accomplished. However, Council may determine in the future that it is necessary to dispose of all or part of the property for purposes of development for the water system. If Council decides to make that judgement, it would not be necessary to amend the Element or General Plan.



C: Carrillo Ranch

The structures at Carrillo provide an opportunity to connect the future to the past and provide the basis for site rehabilitation to the original historic theme.

The Ranch shall be a commercially operated facility with special interest shops. The City should encourage the sale of artistic items by local artisans. Demonstrations of the various crafts will provide an educational experience.

D. Lagoons and Beaches

Carlsbad has three major lagoons and approximately six miles of ocean beaches within it's City limits. These special-resource areas are not included as a component of the Parks and Recreation Element in that, they are not under the City jurisdiction of management. It must be noted that these areas contribute significantly to Carlsbad's overall opportunity for recreational experiences.



#### IV. GOALS, POLICIES, AND ACTION PLANS

##### A. Management

##### 1. Goal A

To provide balanced and readily accessible recreational programs and facilities.

##### 1.1 Policy A-1

The city will encourage participation from the private sector for the development, operation, and maintenance of public recreational facilities. ("Privitization" Policy)

##### 1.1:1 Action Plan

Develop processing packets that incorporate all necessary requirements from City departments to minimize the process of obtaining operational permits by private recreational developers, operators and concessionaires.

##### 1.1:2 Action Plan

Develop a city-wide master signing program for public recreational facilities that provides directional information and an inviting image for the facility.

##### 1.1:3 Action Plan

Develop a non-profit foundation to solicit private organizations to sponsor public recreation activities, supply equipment and uniforms, donate facilities in parks, etc. and to act as a vehicle to provide clear tax advantages to donors and contributors of funds and resources.

##### 1.1:4 Action Plan

Develop a prototype recreation services "contract concept" to provide for corporation financial sponsorship of tournaments, contests, mass recreation events (10K runs, bicycle races, canoe races, etc.). Approach major corporations in the City, with the "contract concept".





#### 1.1:5 Action Plan

Develop guidelines so that industrial developments may provide athletic clubs and facilities within specific planned industrial and office parks for their day-use population.

#### 1.1:6 Action Plan

Develop investor and operator agreements (leases and concession contracts) that provide the optimum in services and social and economic returns for Special-Resource Areas.

#### 1.1:7 Action Plan

Identify those elements in Macario/HUB, Carrillo Ranch, and Lake Calavera Parks which can be best performed by private investor/operators and request proposals for development and performance thereof.

### 1.2 Policy A-2

The City of Carlsbad will be responsible for the quality of both public and private recreation facilities and programs on public lands, and shall therefore strengthen recreational service performances.

### 1.3 Policy A-3

Recreational opportunities shall be provided for the handicapped segment of the population when appropriate.

### 1.4 Policy A-4

Historically significant sites shall be combined with recreational learning opportunities where possible.

#### 1.4:1 Action Plan

Develop the Leo Carrillo Ranch as a commercial recreational opportunity that identifies the site's original historical significance.

#### 1.4:2 Action Plan

Develop a preservation program for the existing stagecoach stop at Stagecoach Community Park as a mark of historical identity to the community.



## 1.5 Policy A-5

Development of recreational facilities by developers, service clubs, civic groups, individual donors or organizations shall be consistent with the standards/guidelines of this Element.

## 2. Goal B

To promote a financially self-supporting system of recreational facilities and programs.

### 2.1 Policy B-1

Community park sites shall be provided by the private sector through land dedication prior to the break down of land into smaller residential developments or through purchase by the City.

#### 2.1a Sub-Policy

The City should not accept land dedication under its discretionary authority unless the property is for community park land purposes.

#### 2.1b Sub-Policy

All park-in-lieu fees collected from residential developments will be channeled to community parks, special use areas, or special resource area acquisition and development.

#### 2.1:1 Action Plan

Revise the Quimby Ordinance (Chapter 20.44 of the Carlsbad Municipal Code) to reflect the following:

- . Residential developments larger than 200 acres will provide and dedicate to the City land for any community parks. Those developments with approximately 200 acres that are located in the conceptual location of a community park site as per the Proposed Public Parks Development Plan within this Element text shall be required to provide land or fees according to the discretion of Council.
- . Residential developments less than 200 acres will provide fees (fee-in-lieu) instead of land. This fee will be equal to the value of the recreation land that would be required as per the fee-in-lieu table within Chapter 20.44 of the Carlsbad Municipal Code unless the City Council requests that land be dedicated to the City to complete a Community Park.



## 2.2 Policy B-2

Provision and maintenance of recreational facilities shall be directed by sub-policies which guide development strategies.

### 2.2a Sub-Policy

Special-Resource Areas/Facilities that are owned by the City shall be operated and maintained by private concerns, in joint venture with the City, or solely by the City.

#### 2.2a:1 Action Plan

Develop the Lake Calavera area (252 acres) as a Special-Resource park with a revenue-generating, visitor attraction area, unless Council decides to sell all or a portion of the property.

#### 2.2a:2 Action Plan

Develop Carrillo Ranch as a Special-Resource Park providing commercially-operated activities of interest in the backdrop of a historically significant site.

#### 2.2a:3 Action Plan

Develop the Macario/HUB as a Special-Resource park providing large-scale and educationally-oriented facilities appropriate to the ecology of the lagoon, wetlands, and the canyons. (Refer Uses in Recreation Areas Matrix and separate Macario Park Development Study.) Develop a portion of Macario, as per "The Macario Canyon Park Development Plan", for community park use.

### 2.2b Sub-Policy

Special-Resource Areas will be regularly maintained only in their developed portions.

### 2.2c Sub-Policy

Community Parks are owned by the City and shall be maintained as follows:

- . Major active-use areas on a regular schedule
- . Less active-use and passive areas on a minimum basis.



- Use areas for organized groups shall be on as-needed basis. Organizations shall contribute either user-fees or maintenance effort. Standards for maintenance effort shall be pre-established by the Department of Parks and Recreation prior to any maintenance agreement.

#### 2.2d Sub-Policy

Neighborhood level recreation shall be provided by:

- Special-Use facilities which may be developed and maintained by private, public, or a joint effort of both. Those facilities owned by the City will be maintained on a regular basis as per the use requirements.
- Existing neighborhood parks prior to the adoption of this revised Element.

Neighborhood parks existing prior to the adoption of this revised Element should be maintained by the City.

#### 2.2e Sub-Policy

If a recreational trail system is established, they shall be provided by developers and maintained by private property owners.

### 2.3 Policy B-3

All new private developments in the City shall bear a portion of the costs of public park acquisition and development through the Public Facilities Fee, and Quimby Ordinance.

2.3a All new private developments shall pay the Public Facilities Fee. No credit toward the Public Facilities Fee shall be given for Park-In-Lieu Fees.

## B. Facility Planning

### 1. Goal C

To give priority to location and provision of community park sites.

#### 1.1 Policy C-1

Locations of public recreation facilities shall be in accordance with the Parks and Recreation Development Plan and the discretion of the Council.





## 1.2 Policy C-2

Community park land shall be identified for further dedication during the initial development review phases.

## 1.3 Policy C-3

A development plan and appurtenant costs for development and on-going maintenance shall be prepared and submitted to the City for approval prior to development of a public recreational facility.

## 1.4 Policy C-4

A community park should be developed when a significant amount of the park's service population is established or as determined by Council.

## 1.5 Policy C-5

Joint-use facility agreements with the School District for neighborhood and community needs shall be continued and new agreements shall be developed as needed.

## 1.6 Policy C-6

Priority should be given to the acquisition of land within the City's northwest quadrant from expansion of existing recreation opportunities.

# 2. Goal D

To rehabilitate existing underutilized facilities that potentially can meet the needs of a changing and growing population.

## 2.1 Policy D-1

Justification for facility rehabilitation shall be based upon promotion of increased access, lower maintenance costs and increased service performance.

### 2.1:1 Action Plan

Generate an inventory of needed repairs for existing recreational facilities. Establish priorities of rehabilitation under the yearly Capital Improvements Program.



### 2.1:2 Action Plan

Prior to any facility rehabilitation, prepare an assessment to determine expense, need, increased service performance capability and desirability of rehabilitation to determine feasibility.

## 3. Goal E

To encourage private owners and public agencies to sell, dedicate donate or lease at minimal costs, surplus land to provide land for recreational use.

### 3.1 Policy E-1

The City should promote expansion of opportunity for recreational use in areas of significant ecological value where discretionary use of the resource allows.

#### 3.1:1 Action Plan

Enter into agreements with S.D.G.&E. to establish access to and along the south shore of Agua Hedionda Lagoon. Seek long-term lease periods. (Refer to Master List of Recreation Areas.)

#### 3.1:2 Action Plan

Enter into agreements with S.D.G.&E. to establish access between the Agua Hedionda and the Macario area.

#### 3.1:3 Action Plan

Initiate lease of HUB area of Macario. Allow limited access to the wetlands of Agua Hedionda Lagoon.

### 3.2 Policy E-2

The City shall promote and support private, public and quasi-public agencies for the development of public recreational facilities at the three lagoons and coast-line beaches located with Carlsbad's sphere-of-influence.

3.2:1 Negotiate "recreational compatibility understandings" with the California Department of Fish and Game on all three lagoons.



#### 4. Goal F

To increase community parks city-wide and recreation facilities within industrial areas.

##### 4.1 Policy F-1

Provide major athletic facilities within Macario Park.

##### 4.2 Policy F-2

Guide industries in the provision of recreational facilities for their employees during the planning review process.

#### C. Program

##### 1. Goal G

To encourage program development on three levels to ensure optimum performance of current and future parks as effective recreational facilities. Those levels are:

- . traditional public recreational needs
- . trend-oriented interests
- . cultural and nature-oriented facilities

##### 1.1 Policy G-1

Provide opportunities for cultural arts through a joint-use agreement with the School District for use of the Carlsbad Community Cultural Arts Center, Harding Center, and Macario.

##### 2. Goal H

To promote a constant level of quality in recreational programs.

##### 2.1 Policy H-1

Full-time staff shall be scheduled to provide supervision, program delivery, and contact with the community for not less than 85 percent of all operational hours at the community parks.





### 2.1:1 Action Plan

Develop a youth volunteer program to assist full-time staff with minor responsibilities. Design a recreational leadership training program. Coordinate with the School District to implement the program and to establish appropriate work credits for involved students.

## D. Economic

### 1. Goal I

To stimulate private development of commercial recreational facilities on public properties in Carlsbad.

#### 1.1 Policy I-1

The City shall encourage development of new motor inns and hotels with meeting facilities and recreational grounds near the ocean and at the Lagoon mouth locations.

##### 1.1:1 Action Plan

The City shall examine the feasibility of establishing commercial and visitor accommodation uses at or near the State Beach entry points and near future major parking lots which lie east of the beach frontage roads.

#### 1.2 Policy I-2

The City shall examine industrial and office park development for inclusion of business visitor accommodations, i.e., motor inns, and conference centers.

#### 1.3 Policy I-3

The City should increase visitor accommodations in Carlsbad in conjunction with development of existing and planned recreational facilities (i.e., Macario Park Development Plan).

### 2. Goal J

To define economic objectives for future public park and recreation program investments.



## 2.1 Policy J-1

In the design and programming of public park facilities, the City shall measure the degree to which a park investment may generate expenditures within Carlsbad. (Key earnings are sales tax receipts, business license taxes, and motel/hotel room guest taxes.)



## V. GLOSSARY

- . adopt-a-park - Individual or organization provision of funds and/or service for the acquisition, development, and/or maintenance of a park site. Performance by any agent must be as per pre-arranged performance standards between the City and the agent.
- . community park - A leisure facility of 20 to 50 acres designed to serve the broad recreational needs of several neighborhoods.
- . contract concept - The provision of special-event recreational services through contractual sponsorship by private corporation.
- . neighborhood level facility - Any facility that provides the recreational needs of a small segment of the population usually within walking distance of the facility.
- . passive water sports - Non-motorized boating, sun bathing, and fishing.
- . "privitization" - Attainment by local government of private development investment, operation, and maintenance of public recreation facilities.
- . recreational compatibility understanding - A joint-use contract between two agencies for the use of a recreational area that is compatible with the area's natural ecosystem.
- . recreational facilities for industrial areas - Small private park sites in pedestrian proximity to working environments.
- . service performance - A level of service provided by a program or facility. Elements determining facility service performance are:



- . Carrying capacity-
  - . Cost of maintenance vs. rate of return measured in utilization.
  - . Facility attendance measured on a special period basis.
- 
- . special-resource area - A recreation site characterized by the existence of a special or unusual feature, natural or man-made, i.e. a water body, earth formation, historic amenity, etc.
- 
- . special-use facility - A local recreational facility of only one or two activity-type uses, i.e., tennis court, plunge, etc.





		class			uses																	operation methods						
		Size	Classification	Ownership	Open Space/Ecological Preserve	Passive Area	Picnic Area	Play Apparatus	Swimming Pool	Turfed Multi-Use Play Field	Multi-Purpose Courts	Gymnasium	Tennis and/or Racquetball Courts	Restrooms	Group Meeting Structure	On-Site Parking	Off-Street Parking	Hiking	Non-Power Boating	Power Boating	Fishing	Adopt-a-Park	Program/Fee Supported	Private Investment Supported	Assessment District	Rehabilitate	Acquire Additional Land	Leasing Additional Land
1	Alga Norte	21.0	CO	P		X	PS	X		X	X		X	X	X	X												
2	Buena Vista (School Park)	2.0	SU	SD													X								X			
3	Cadencia	4.1	N	C		X	X	X		X						X									X			
4	Calavera Hills Community	10.0	CO	C		X	X	X		X	X		X	X		X							X				X	
5	Calavera Hills North	5.0	N	C		X	X	X		X						X									X			
6	Cannon	1.7	M	L		X	PS	X									X									X		
7	Carlsbad Swim & Tennis Complex	3.0	SU	C					X				X	X		X												
8	Carrillo Ranch	10.3	SRA	C		X										X								X		X	X	
9	Chase Fields	2.3	SU	C			X			X				X			X					X	X			X		
10	Harding Community Center	1.5	SU	C		X								X	X	X	X					X	X					
11	Holiday Park	5.4	N	C		X	PS	X		X	X			X			X									X		
12	Jefferson (School/Park)	2.1	SU	SD						X						X									X	A		
13	Kelly (School/Park)	4.0	SU	SD						X						X									X			
14	La Costa Canyon	9.0	N	C	X	B	PS				X		X	X		X									X			
15	Laguna Riviera	6.8	N	C	X	X	PS				X		X	X			X								X	A		
16	Lake Calavera	252.0	SRA	C	X	X	PS	X		X				X	X	X		X	X				X	X				
17	Levante (School/Park)	5.0	SU	SD			PS	X		X				X	X		X								X			

## MATRIX LEGEND

### classifications

M	=	Mini
N	=	Neighborhood
CO	=	Community
SU	=	Special Use
SRA	=	Special Resource Area

### ownership

C	=	City Owned
SD	=	School District
P	=	Privately Owned
L	=	Leased

### facility amenity

PS	=	Picnic Structure
B	=	Benches Needed
A	=	Pedestrian Access Needs Improvement

uses in recreation  
areas matrix





		class			uses																	operation methods						
		Size	Classification	Ownership	Open Space/Ecological Reserve	Passive Area	Picnic Area	Play Apparatus	Swimming Pool	Turfed Multi-Use Play Field	Multi-Purpose Courts	Gymnasium	Tennis and/or Racquetball Courts	Restrooms	Group Meeting Structure	On-Site Parking	Off-Street Parking	Hiking	Non-Power Boating	Power Boating	Fishing	Adopt-a-Park	Program/Fee Supported	Private Investment Supported	Assessment District	Rehabilitate	Acquire Additional Land	Leasing Additional Land
18	Macario/HUB	488.0	SRA	C&L	X	X	PS	X	X	X	X	X	X	X	X	X		X	X	X			X	X				X
19	Magee	3.0	N	C		X	PS							X	X	X						X	X					
20	Magnolia (School/Park)	4.2	SU	SD				X		X						X									X			
21	Maxton Browne	1.4	M	C		X	X										X					X			X			
22	Maxton Browne Extension	2.1	SU	C	X											X						X	X					
23	Occidental	3.88		C												X												
24	Pine	1.0	SU	SD												X								X		X		
25	Rotary	1.0	M	P			X									X												
26	Stagecoach	28.0	CO	C		X	PS	X		X	X		X	X		X							X		X		X	
27	Calavera Hills East	5.0	N	C		X	X	X		X							X					X						
28	Larwin	34.0	CO	C					X	X	X	X	X	X	X	X		X					X	X				
29	Fuerte	3.66	N	O		X	X	X		X	X					X	X						X					
30	Calavera East	5.0	N	C		X	X	X		X	X			X		X						X						
31	Valley Junior High	5.0	SU	SD						X						X												
32	Alta Mira	12.0	N	C	X																	X						
33	Hosp Grove	11.0	N	C	X	X	X	X								X		X										

## MATRIX LEGEND

### classifications

M	=	Mini
N	=	Neighborhood
CO	=	Community
SU	=	Special Use
SRA	=	Special Resource Area

### ownership

C	=	City Owned
SD	=	School District
P	=	Privately Owned
L	=	Leased

### facility amenity

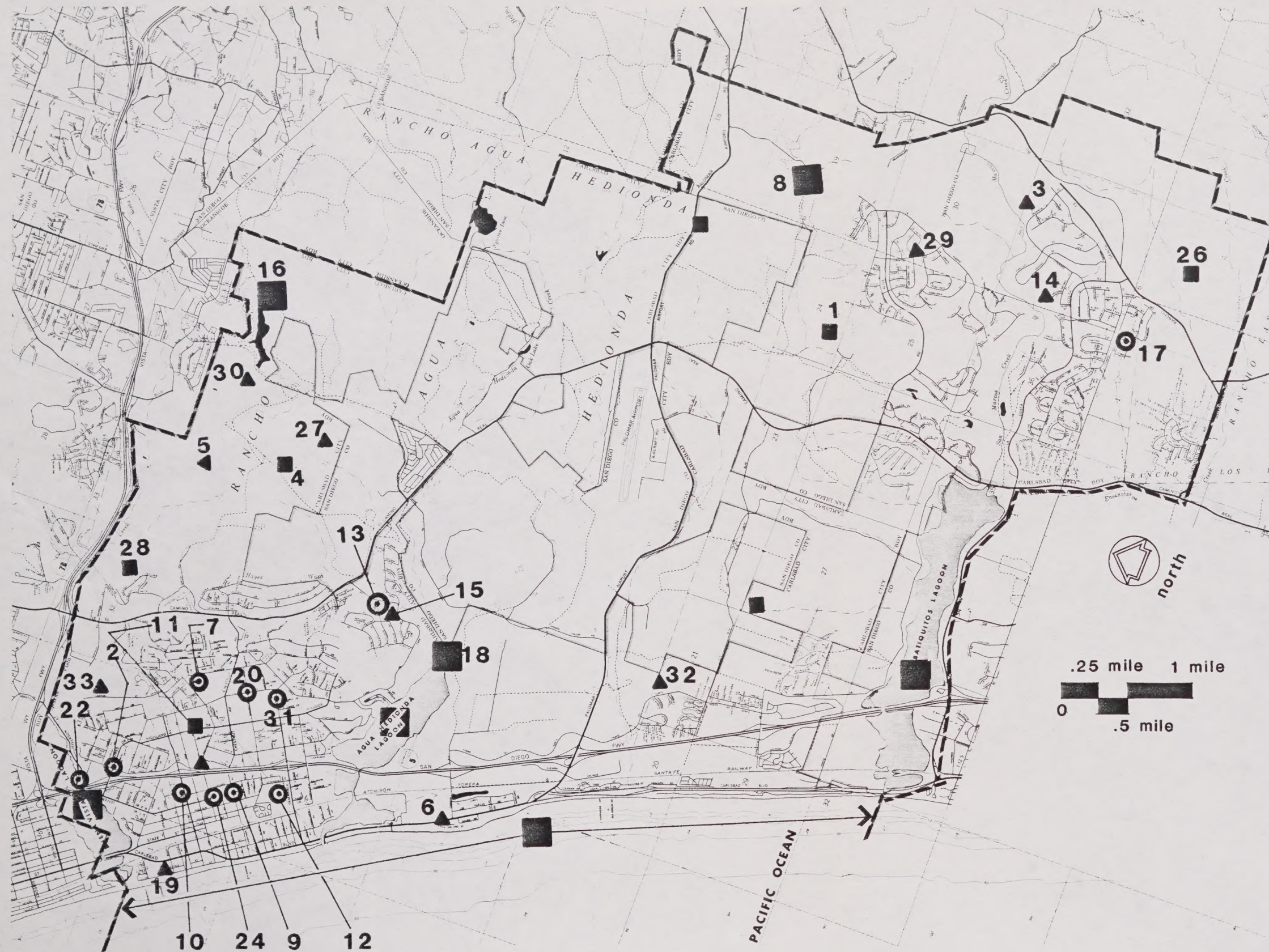
PS	=	Picnic Structure
B	=	Benches Needed
A	=	Pedestrian Access Needs Improvement

uses in recreation  
areas matrix









- SPECIAL-RESOURCE AREA (proposed)
- ⊙ SPECIAL-USE FACILITY (existing)
- COMMUNITY PARK (proposed)
- ▲ NEIGHBORHOOD PARK (existing)

- 1) FACILITY LOCATIONS ARE APPROXIMATE
- 2) NUMBERS OF FACILITIES MATCH THOSE ON SHEETS 19 AND 20
- 3) GENERAL PLAN BOUNDARIES ARE NOT PRECISE

IWANAGA  
ASSOCIATES

**proposed public parks  
development plan**





C124894381

